DOCUMENT RESUME

ED 058 423 VT 014 429

| | |
|---|---|
| TITLE | Child Care Centres. |
| INSTITUTION | Department of Labour and National Service, Melbourne (Australia). Women's Bureau. |
| PUB DATE | Jan 70 |
| NOTE | 69p.; Women in the Work Force Ser-7 |
| AVAILABLE FROM | Department of Labour and National Service, Princes Gate, 151 Flinders Street, Melbourne, Vic. 3000 Australia |
| EDRS PRICE | MF-$0.65 HC-$3.29 |
| DESCRIPTORS | *Child Care Centers; Child Care Workers; *Day Care Services; Federal Aid; Fees; Labor Force; *Preschool Children; *State Legislation; Working Parents; *Working Women |
| IDENTIFIERS | *Australia; Labor Force Participation |

ABSTRACT

Based on a survey of legislation relating to full-day care for preschool children of working mothers and a study of records, this report: (1) covers the number of registered child care centers in Australia and the number of children being served, (2) sets the conditions applying to registration of centers, (3) indicates the extent and levels of government subsidies, and (4) highlights regulations pertaining to center staffing. Textual information, which is augmented by data tables and maps illustrating location of subsidized and unsubsidized centers in metropolitan areas, is presented for each state and includes demographic characteristics of working mothers and their children, registration and regulations, subsidies, fees, and availability of the center. Some findings of the survey were: (1) In 1968-69 there were 555 centers with the capacity to provide full-day care for approximately 14,000 children, (2) Of the 555 centers, 40 centers serving 2,000 children received some form of government subsidy, and most of these centers catered to children from families with special needs, (3) Only two centers were operated by employers for the full-day care of their employees' children, and (4) The legislation, regulations, and conditions observed in the centers varied greatly from state to state and sometimes within a state. Other facilities providing care for preschool children and a table comparing child care center legislation are appended. (SB)

ED058423

AUSTRALIA

COMMONWEALTH OF AUSTRALIA

DEPARTMENT OF LABOUR AND NATIONAL SERVICE

# WOMEN IN THE WORK FORCE

No.7
January 1970

## CHILD CARE CENTRES

VT014439

## WOMEN IN THE WORK FORCE

This series of publications presents research findings, articles, statistical data and other information dealing with various aspects of women's employment and their role in Australian society. The series is prepared in the Women's Bureau of the Department of Labour and National Service.

The Department is interested in the developing role of women in the work force and is concerned with encouraging the best possible use of the talents and abilities of Australian women. Accordingly, this series is designed for those involved in personnel management, employer and employee organisations, and for education and training officers. It is also directed towards research workers and other organisations and individuals interested in the economic, industrial and social trends affecting the employment of women and girls.

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# CHILD CARE CENTRES

WOMEN'S BUREAU
DEPARTMENT OF LABOUR AND NATIONAL SERVICE

January 1970

Melbourne

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PLATE 1. Children at play in a **Child Care Centre**

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* Where there are less than 10 **Child Care Centres** in the Metropolitan area, no maps are shown e.g., Canberra and Darwin.

# INTRODUCTION

This report attempts to show the extent, in Australia, of "child care centres" which provide full-day care for children of pre-school age. The report covers, specifically, centres which are registered in accordance with the relevant Act, Ordinance, or By-law and which provide full-day care for children of pre-school age; in addition, the report covers those subsidised day nurseries in Victoria offering full-day care (these nurseries are exempt from registration as discussed later). All of the centres which are the subject of this report are referred to here as **Child Care Centres.***

Although some working mothers place their children in centres other than those providing full-day care, for the most part these facilities are not used by the mother working full-time. Brief notes on these facilities are given in Appendix 1. Further research is under way on the actual child care arrangements made by mothers working either full-time or part-time.†

A review of studies on the sociological implications of working mothers and their children has already appeared in this series, **Women in the Work Force No. 5** "Children of Working Mothers".

**"Child Care Centres"** is a report on both the number of registered **Child Care Centres** and the number of children being cared for; it sets out the conditions applying to registration of the centres in various States; it indicates the extent and levels of Government subsidies; and it highlights some regulations, particularly those applying to staffing of **Child Care Centres.** The data for **Child Care Centres** was obtained from a survey of the legislation relating to full-day care for children of pre-school age; and from a study of the records maintained by the appropriate authorities.

It would appear that, with only a few exceptions‡ this represents a complete coverage of **Child Care Centres** as they existed at the dates indicated. The Department of Labour and National Service acknowledges the help and co-operation given by the many government departments, both State and Commonwealth, the interested associations, and the individuals who contributed to this publication.

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* For full explanation of this term, see page 9.

† A survey was carried out by the Commonwealth Bureau of Census and Statistics in May, 1969. The results were not available at the time of this publication going to print.

‡ See Chapter 4: *Queensland,* footnote p. 35.

Because of the varying conditions for registration and the varying terminology of **Child Care Centres** from State to State, the report presents information on a State by State basis. The coverage also includes the Australian Capital Territory and the Northern Territory. In so far as it is possible, the overall situation is portrayed in Chapter 1: "Pattern of **Child Care Centres** in Australia."

**"Child Care Centres"** are provided also in Commonwealth Hostels as part of the overall migration programme. A brief note on these centres is given in Appendix II. They have been treated separately from the main body of the report, as they provide care only for specialized groups (i.e., the dependents of newly arrived migrants) and for what is intended as a transient period only.

For convenience and uniformity in reporting the various full-day child care arrangements in each State, a standard terminology has been adopted in this report, as shown on the following page.

## DEFINITIONS OF THE MAIN TERMS USED IN THIS REPORT

| | |
|---|---|
| Full-day care | —care which is available, all day 5 days a week, throughout most of the year. Full-time care such as institutional care is excluded. |
| "child care centre" | —a general term used in New South Wales, Queensland and elsewhere to refer to the range of premises which may be used for the purpose of educating, minding or caring for children under the age of 6 years for a day or part of a day. |
| Registration | —the process of licensing a "child care centre" in accordance with the conditions specified in the relevant Act, Ordinance, or By-law. |
| **Child Care Centres** | —A specific term adopted in this report to refer to those "child care centres" which are both registered, and provide full-day care for children of pre-school age; and, in addition, to the Day Nurseries of Victoria in receipt of subsidy from the Department of Health and providing full-day care for children of pre-school age. These Day Nurseries are exempt from registration, though they are to all intents and purposes synonymous with similar centres which in other States are subject to registration. |

## SUMMARY

1. In 1968–69, there were 555 **Child Care Centres** in Australia with the capacity to provide full-day care for approximately 14,000 children.

2. The majority of these centres were located in New South Wales and Victoria, and, in fact, two-thirds were in Sydney and Melbourne.

3. Of these 555 centres, 40 centres received some form of government assistance from state or local authorities, and just over 2,000 children were in centres receiving government support.

4. Almost without exception, the centres receiving subsidy catered for children from families with special needs, e.g. one-parent families, severe economic need, etc.

5. There were, in Australia, only two centres operated by employers for the full-day care for pre-school age children of their employees. These centres were both located in Melbourne.

6. The legislation, regulations, and conditions to be observed in **Child Care Centres** varied greatly from State to State, and sometimes within the one State. For example, on the question of the maximum number of children who could be cared for by one person without seeking registration, some States required registration if even one child was cared for; some, if two or more children were cared for; and others, if five or more children were cared for.

# Chapter 1: PATTERN OF CHILD CARE CENTRES IN AUSTRALIA

## Demographic Background

Presentation of material on working mothers and their children has been hampered to the present time by the nature of statistical data available. In Australia, basic information such as the number of working women who have children is not yet available; consequently, there are difficulties in assessing the number of young children in need of full-day care because their mothers work; or even of the number of children receiving full-day care in order to allow the mother to work.

This lack of information is currently being remedied in a survey conducted by the Commonwealth Bureau of Census and Statistics*. Meanwhile, it is known that in June, 1966 there were 1,384,090 children under six years of age in Australia, approximately 13,500 of whom were placed in **Child Care Centres.**

At the same time, 29.4% of married† women in the 20–34 age range were in the labour force, together with 58.4% of widowed, divorced and separated women in the same age range (See Table 1).

TABLE 1: *Married Women at Work—Australia*

*Census* 1966

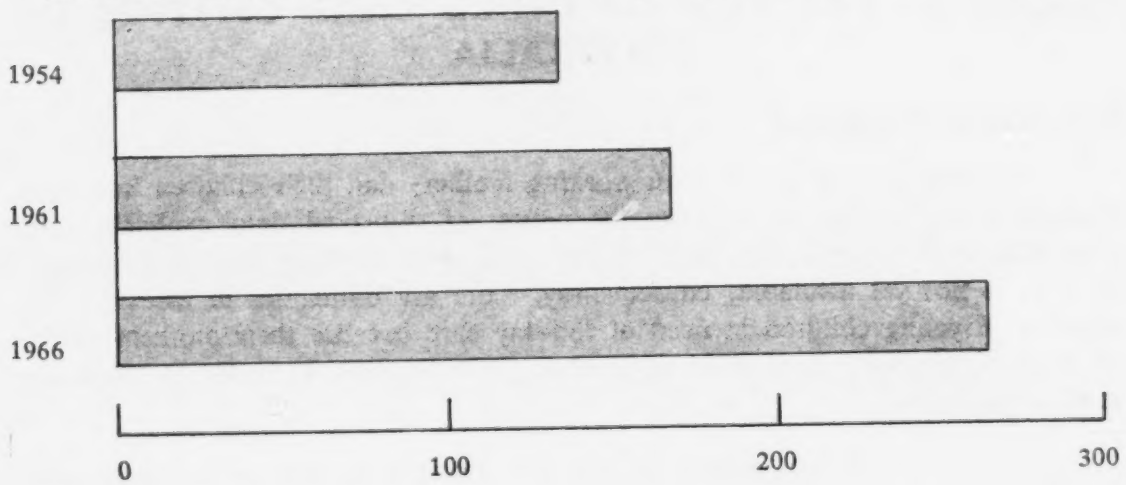
| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married† .. .. | 20–34 yrs .. | 842,331 | 247,963 | 29·4 |
| | Total 15 yrs and over .. .. | 2,578,485 | 686,334 | 26·6 |
| Separated, Divorced, and Widowed. | 20–34 yrs .. | 33,162 | 19,362 | 58·4 |
| | Total 15 yrs and over. | 601,510 | 139,769 | 23·2 |

* See footnote to p. 7.

† Excluding Widowed, Divorced and Separated Women.

The number of married women (in this instance including widowed, divorced and separated) in the labour force has shown a significant increase in the 20–34 years age range since 1954 (see figure 1). This is the group of women most likely to have children under six years of age.

FIGURE 1: *Married* Women, 20–34 age range, in the Labour Force,* 1957, 1961, 1966.




* Includes Widowed, Divorced, and Separated Women.

**Registration and Regulations**

In most parts of Australia **Child Care Centres** must be registered with either the State or local authority. In Victoria, New South Wales, Western Australia, Tasmania, and both the Australian Capital Territory and the Northern Territory uniform registration conditions operate throughout each State or Territory. In South Australia and Queensland †, registration is subject to local government control and so conditions vary within each of these two States. (It should be noted that as not all local government authorities have enacted by-laws on **Child Care Centres** in these States, it is possible that centres exist which are not covered by legislation and hence are not reported here.)

The Acts, Ordinances and By-laws which cover **Child Care Centres** in the States and Territories for the most part make provision for drawing up regulations to be applied to centres seeking registration as **Child Care Centres.** Regulations of the registering authorities vary from State to State but all lay down minimum conditions which must be fulfilled before a licence is issued. The conditions relate to premises, equipment, staff/children ratio and qualifications of the staff.

† Provision has been made for State-wide registration in Queensland under the *Children's Services Act* 1965 and regulations are being drafted.

Regulations on **Child Care Centres** differ markedly as to the maximum number of children who may be cared for by one person without seeking registration. In Tasmania, if even one child receives full-day care regularly, the centre providing such care must be registered; in New South Wales, if two or more children are cared for, the centre must be registered; and in Victoria, if five or more children are cared for the centre must be registered.*

With the exception of Victoria the legislation applying to **Child Care Centres** within the area covered by the Act, Ordinance or By-law applies to all such **Child Care Centres** in that area.† The Victorian *Health* (*Child Minding*) *Act* 1964 specifically exempts from its legislation kindergartens, play centres, day nurseries, creches and other pre-school centres which receive a subsidy from the Department of Health. Of these, only the day nurseries come within the definition of **Child Care Centres** and the day nurseries which receive a subsidy are subject to standards and conditions laid down from time to time. Information relating to these standards and conditions is included in Chapter 3: *"Victoria"*, pp. 26–7.

**Subsidy**

In Australia, a number of **Child Care Centres** have long been established to cater for children in families with special needs. These special needs are variously defined. For example, in a policy statement, the Executive Committee of the Sydney Day Nursery Association describes three categories of children who are eligible for admission. They are as follows:

(1) Where one parent is solely responsible for the entire support of the child or children;

(2) Where for any reason of ill-health (either physical or mental) of any member of the family there is insufficient care for the children;

(3) Where the child's physical environment is unsatisfactory or unhealthy.

Most of the centres catering specifically for children in families with special needs are in receipt of some form of Government support in order to offer high quality care to children at a minimal cost to parents. The form of Government support varies considerably from place to place, sometimes even within the same State, but is known commonly as **subsidy.**

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* With the exception of the day nurseries in receipt of subsidy from the Department of Health which, as noted on page 9, are exempt from registration.

† A comparative table (see Appendix III) sets out the legislation applying to **Child Care Centres** in each State and Territory; it gives the regulations and terminology used and it indicates whether the Child Care Centre legislation in each State or Territory covers only **Child Care Centres** or whether it includes or excludes other types of centres.

There is generally in Australia no government subsidy* available for **Child Care Centres** run on commercial lines; nor for **Child Care Centres** provided by employers; nor for other **Child Care Centres** provided by voluntary committees and run on non-profit lines, if the major purpose of the centre is to enable a mother to place there a child who is not seen to be in "special need" as described above; that is, centres provided basically to allow a mother to work.

The types of subsidy which are available to eligible **Child Care Centres** are as follows:

(i) Capital grants toward building a **Child Care Centre**;

(ii) a maintenance subsidy for each child in the centre;

(iii) grants made to Associations for subsequent dispersal among **Child Care Centres** belonging to the Association;

(iv) assistance from various local government authorities ranging from finance, to rent-free premises, and payment of rates.

**Fees**

As might be expected, fees† charged for the care of children in **Child Care Centres** vary considerably. In the centres established primarily for children from families with special needs (where Government subsidy is available) fees are frequently based on the parents' income and are set at a minimal level. So although the operating costs at the **Child Care Centres** receiving a subsidy are relatively high because of the quality of care given, the charge to the parents is low.

As the minding fees vary considerably, both within the one State and from State to State, it is not practicable to try to indicate Australia-wide figures. Some indication of the range of fees is given in the detailed report on each State or Territory.

**Availability of Child Care Centres**

As already defined above‡, the term **Child Care Centres** is used in this report to refer to centres providing full-day care for children of pre-school age. In practice, these **Child Care Centres** are known by a variety of names which differ not only from State to State but within the same State.

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* The few exceptions are noted in the text, see p. 19 and p. 50.

† The Taxation Act does not permit parents to claim fees paid to a **Child Care Centre** as part of the education deductions allowable.

‡ See page 9.

Day nursery, creche, day care centre, family care centre, play centre, pre-school centre, infant nursery, child minding nursery, pre-school and kindergarten* are terms used in a number of places to refer to centres providing year round full-day care for infants and young children.

The majority of children in Australia who are placed in **Child Care Centres** are in centres which do not receive a Government subsidy and these centres form the bulk of **Child Care Centres.** Furthermore, these **Child Care Centres** which do not receive a subsidy tend to be small with the majority catering for less than 30 children. Most are privately owned and run as commercial enterprises, while others are run on a non-profit basis or as co-operatives. Two such centres are provided by employers as a service to their employees who have young children in need of full-day care.

The **Child Care Centres** which receive some form of Government subsidy offer high quality care at a minimal cost to parents. They care in the main for 50 or more children; and they are few in number—only 40† centres in Australia receive any kind of subsidy.

Overall there are 555 **Child Care Centres** in Australia providing care for almost 14,000 children. Table 2 gives the distribution by State and Territory.

In addition, as noted in the Introduction and shown in Appendix II, there are 20 full-day "child minding centres" in Commonwealth hostels with capacity to care for approximately 1,200 children.

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TABLE 2: **Child Care Centres** *in Australia*‡

| Location | Reference date | No. of Centres receiving subsidy | Capacity of Centres | No. of Centres not receiving subsidy | Capacity of Centres | Total No. of Centres | Total Capacity |
|---|---|---|---|---|---|---|---|
| New South Wales .. .. .. | 1969 | 19 | 1,135 | 195 | 4,322 | 214 | 5,457 |
| Victoria .. .. .. .. | 1968 | 14 | 701 | 161 | 3,883 | 175 | 4,584 |
| Queensland .. .. .. .. | 1969 | 2 | 140 | 19 | 862 | 21 | 1,002 |
| South Australia .. .. .. | 1969 | 1 | 20 | 62 | 1,480 | 63 | 1,500 |
| Western Australia .. .. .. | 1969 | 1 | 55 | 23 | 373 | 24 | 428 |
| Tasmania .. .. .. .. | 1969 | 3 | 120 | 43 | 264 | 46 | 384 |
| Aust. Capital Territory .. .. | 1969 | .. | .. | 4 | 258 | 4 | 258 |
| Northern Territory .. .. .. | 1969 | .. | .. | 8 | 112 | 8 | 112 |
| Total .. .. .. | | 40 | 2,171 | 515 | 11,554 | 555 | 13,725 |

*It should be noted that kindergartens, pre-schools and so on, which are established primarily for the educational development of the child, are excluded from this study for, almost without exception, they offer care for only part of the day, or part of the week, usually only during the school term.

† Excluding the 20 centres run by Commonwealth Hostels Limited.

‡ Care must be taken in attempting to compare **Child Care Centre** facilities across State boundaries as conditions of registration vary considerably. For interpretation of these statistics see the detailed report presented for each State and Territory.

# Chapter 2: NEW SOUTH WALES

## Demographic Background

At the time of the 1966 Census 30.7% of married* women in New South Wales between the ages of 20–34 were in the labour force, together with 61.2% of widowed, divorced and separated women in the same age range (see Table 3). At the same time there were 488,449 children under six years of age, of whom approximately 5,000 were in **Child Care Centres** (providing full day care as defined on p. 9).

TABLE 3: *Married Women at Work—New South Wales*

*Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 310,091 | 95,043 | 30·7 |
| | Total 15 yrs and over. | 954,624 | 259,758 | 27·2 |
| Widowed, Divorced, and Separated. | 20–34 yrs .. | 13,718 | 8,393 | 61·2 |
| | Total 15 yrs and over. | 240,314 | 58,236 | 24·2 |

## Registration and Regulations

The *Child Welfare Act,* 1939–69, requires the licensing of all premises which offer care for children under six years of age in New South Wales, including those centres defined as **Child Care Centres** in this text.

"No person shall conduct or control a 'child care centre' . . ." †

(a) except under the authority of the current licence granted to that person by the Minister; and

(b) unless the premises at which the Centre . . (is) conducted, are currently licensed for the purpose by the Minister."

*Child Welfare (Amendment) Act,* 1966, Part VII 29 (1)

Any premises at which a person receives two or more children under six years of age for the purpose of educating, minding or caring for them for a day or part of a day for fee, gain or reward must be licensed.

* Excluding Widowed, Divorced and Separated Women.

† Note that a "child care centre" in N.S.W. is any premises which cares for a child under 6 years for a day or part of a day; thus the term is broader than **Child Care Centre** which refers to full-day care only. (See definitions in Introduction, p. 9.)



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The Minister of the Child Welfare and Social Welfare Department * is responsible for the licensing and inspection of **Child Care Centres.** If he considers that the licensee and/or premises are not fit for the care of children the licence may be refused. The Director has the power to suspend or revoke a licence if standards are not maintained.

The licence is endorsed with particulars of the maximum number of children in specified age groups authorised to be received at the premises at any time. The Act entitles the Department of Child Welfare to set out minimum requirements for the registration of **Child Care Centres,** relating to the buildings and grounds, rooms and fittings, furniture, furnishings, equipment and storage, play equipment and facilities, and staffing.

There are detailed regulations—one set relating to babies up to 24 months and the other to children aged 2–5 years. Details are given below of the staffing regulations:

(a) For care of babies up to 2 years.

No more than 30 babies may be accepted for care, and staff must be provided according to the following schedule:

| *No. of Children* | *No. of Trained Staff* | *No. of Assistants* | *Total* |
|---|---|---|---|
| 2– 5 | 1 | – | 1 |
| 6–10 | 1 | 1 | 2 |
| 11–15 | 1 | 2 | 3 |
| 16–20 | 2 | 2 | 4 |
| 21–25 | 2 | 3 | 5 |
| 25–30 | 2 | 4 | 6 |

A trained member of staff must be a registered Mothercraft or Infant's Nurse, or a general nurse, preferably with an additional Mothercraft Certificate. Where only one trained member of staff is required there must be a registered nurse on call in case of emergency. Also, domestic assistance must be provided where it is required.

(b) For care of children 2–5 years.

No more than 60 children may be accepted at a **Child Care Centre** at the one time. For children aged between 2–3 years, each group of up to eight children must be in a separate room with one supervisor and additional assistants as necessary.

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* Herein after referred to as Department of Child Welfare.

For children aged between 3–5 years, staff must be provided according to the following schedule:

| *No. of Children* | *No. of Supervisors* | *No. of Assistants* | *Total* ‡ |
|---|---|---|---|
| 1–20 | 1 | 1 | 2 |
| 21–40 | 2* | 1 | 3 |
| 41–60 | 3† | 2 | 5 |

‡ Excluding domestic staff.

**Subsidy**

Subsidy for **Child Care Centres** in New South Wales is made available from various sources. The major type of subsidy provided is that from the Department of Child Welfare. The Department gives an annual grant to the Sydney Day Nursery Association for the 15 **Child Care Centres** run by the Association. In 1968, the sum provided by the Department of Child Welfare was $110,000. The entire amount of the Department of Child Welfare subsidy for **Child Care Centres** is paid to the Sydney Day Nursery Association.

Another form of financial assistance for **Child Care Centres** is that given by various local government councils. Finance, rent-free premises or rate-free premises are provided to **Child Care Centres** in their areas by the following local government authorities—Fairfield, Leichhardt, Rockdale, Parramatta, Goulburn, Marrickville, Mosman, North Sydney, South Bathurst and Sydney.

The **Child Care Centres** in the above mentioned areas, except for Fairfield, Leichhardt, Rockdale and Parramatta, are run by the Sydney Day Nursery Association, which as noted above receives the whole of the subsidy provided by the Department of Child Welfare. Thus six centres are assisted financially by both State and local government authorities. Four **Child Care Centres** in the local government areas of Fairfield, Leichhardt, Parramatta and Rockdale receive assistance only from the local government authority.

Eligibility of a child for admission to a **Child Care Centre** run by the Sydney Day Nursery Association is based on an assessment of "special needs". These special needs are set out as:

"(1) Where one parent is solely responsible for the entire support of the child or children.

(2) Where for any reason of ill-health (either physical or mental) of any member of the family there is insufficient care for the children.

(3) Where the child's physical environment is unsatisfactory or unhealthy."

---

* Where there are between 30–40 children, one of the supervisors must be a trained pre-school teacher (at least) or person with equivalent qualification.

† Two of the supervisors must be trained pre-school teachers or equivalent.

However, there are no such conditions for eligibility to the **Child Care Centres** at Fairfield, Leichhardt, Parramatta and Rockdale (which are not members of the Sydney Day Nursery Association, but which do receive some financial assistance from their local government council).

This is an exception to the normal practice in Australia whereby financial assistance from Government sources is reserved for centres providing care for children with special needs.

It should be noted that in New South Wales, **Child Care Centres** in receipt of some form of subsidy are subject to no extra conditions for registration other than those required of all **Child Care Centres** by the *Child Welfare Act*, 1939–69.

**Fees**

Fees for children placed in **Child Care Centres** vary considerably. Where a State Government subsidy is available, e.g., at **Child Care Centres** run by the Sydney Day Nursery Association, fees are based on a means test and range from $2.00 to $9.00 a week. The average fee paid at such a Centre would be approximately $4.50 for the full-day care of a child, five days a week.

**Child Care Centres** not in receipt of a subsidy charge between $7.00 and $12.00 a week.

**Availability of Child Care Centres**

Information on the number, capacity, and location of **Child Care Centres** in New South Wales was obtained basically from a census carried out by the registering authority, the Department of Child Welfare, in 1968. In addition, information was updated in 1969 by officers of the Commonwealth Department of Labour and National Service with regard to centres that were closed subsequent to the survey, and new centres opened.

In 1969 there was a total of 214 **Child Care Centres** in New South Wales with a capacity to provide full-day care for 5,457 children as shown in Table 4.

The distribution of centres in the metropolitan area by local government authority is shown on Map 1.

(i) Child Care Centres Receiving Subsidy

In 1969 there were 19 **Child Care Centres** receiving some form of subsidy in New South Wales. These centres provided full-day care for 1,135 children.

Fifteen of these centres were run by the Sydney Day Nursery Association, whilst the remaining four were run by voluntary committees in the local government areas of Fairfield, Leichhardt, Parramatta and Rockdale.

Of the 19 **Child Care Centres** receiving some form of subsidy, 17 were in the Sydney Metropolitan Area, and these catered for a total of 1,048 children. Six of these centres, run by the Sydney Day Nursery Association, had facilities for the care of children under the age of two years. The two country centres also run by the Sydney Day Nursery Association catered for 87 children.

(ii) Child Care Centres not Receiving Subsidy

In 1969 there were 195 registered **Child Care Centres** which were not in receipt of any form of Government subsidy. Approximately 70 per cent of these centres catered for less than 30 children and 50 per cent for less than 20 children.

These centres catered for 4,322 children of pre-school age. Twelve of the centres (eleven metropolitan, one country) had facilities to cater for children under two years of age.

Of the 195 centres, 177 were in the Sydney metropolitan area and these provided all-day care for 3,959 children of pre-school age.

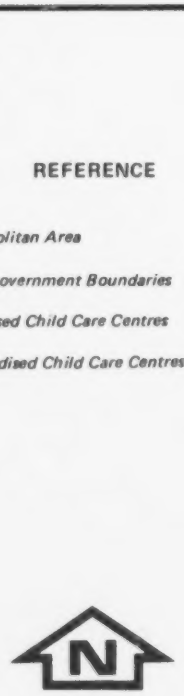
REFERENCE

Metropolitan Area

Local Government Boundaries

Subsidised Child Care Centres

Unsubsidised Child Care Centres



MAP 1

SYDNEY METROPOLITAN AREA

DISTRIBUTION OF

# CHILD CARE CENTRES

TABLE 4: **Child Care Centres** *in New South Wales*, 1969

| Area (Local Government Area) | Centres receiving Subsidy | | Centres not receiving Subsidy | | Grand Total | |
|---|---|---|---|---|---|---|
| | No. of Centres | Capacity | No. of Centres | Capacity | No. of Centres | Capacity |
| *Metropolitan—* | | | | | | |
| Ashfield | .. | .. | 4 | 120 | 4 | 120 |
| Auburn | .. | .. | 3 | 63 | 3 | 63 |
| Baulkham Hills | .. | .. | 2 | 9 | 2 | 9 |
| Bankstown | .. | .. | 15 | 260 | 15 | 260 |
| Blacktown | .. | .. | 7 | 197 | 7 | 197 |
| Botany | .. | .. | 3 | 94 | 3 | 94 |
| Burwood | .. | .. | 2 | 25 | 2 | 25 |
| Canterbury | 1* | 50 | 11 | 166 | 12 | 216 |
| Campbelltown | .. | .. | 6 | 83 | 6 | 83 |
| Fairfield | 1 | 60 | 3 | 42 | 4 | 102 |
| Holroyd | .. | .. | 5 | 91 | 5 | 91 |
| Hornsby | .. | .. | 2 | 40 | 2 | 40 |
| Hurstville | .. | .. | 6 | 125 | 6 | 125 |
| Kogarah | .. | .. | 2 | 49 | 2 | 49 |
| Ku-ring-gai | .. | .. | 6 | 137 | 6 | 137 |
| Lane Cove | .. | .. | 4 | 49 | 4 | 49 |
| Leichhardt | 1 | 50 | 2 | 79 | 3 | 129 |
| Liverpool | .. | .. | 3 | 34 | 3 | 34 |
| Manly | .. | .. | 4 | 74 | 4 | 74 |
| Marrickville | 2* | 111 | 3 | 80 | 5 | 191 |
| Mosman | 1* | 36 | .. | .. | 1 | 36 |
| North Sydney | 1* | 55 | 7 | 125 | 8 | 180 |
| Parramatta | 1 | 29 | 10 | 158 | 11 | 187 |
| Penrith | .. | .. | 2 | 14 | 2 | 14 |
| Randwick | .. | .. | 11 | 241 | 11 | 241 |
| Rockdale | 1 | 30 | 5 | 111 | 6 | 141 |
| Ryde | .. | .. | 3 | 30 | 3 | 30 |

| | | | | | |
|---|---|---|---|---|---|
| Sutherland | .. | 11 | 274 | 11 | 274 |
| Sydney | 7* | 570 | 10 | 327 | 17 | 897 |
| Warringah | .. | .. | 11 | 348 | 11 | 348 |
| Waverley | 1* | 57 | 7 | 313 | 8 | 370 |
| Willoughby | .. | .. | 4 | 67 | 4 | 67 |
| Woollahra | .. | .. | 3 | 134 | 3 | 134 |
| Total | 17 | 1,048 | 177 | 3,959 | 194 | 5,007 |
| *Outside Metropolitan Area—* | | | | | | |
| Cardiff North | .. | .. | 1 | 22 | 1 | 22 |
| Dapto | .. | .. | 1 | 43 | 1 | 43 |
| Ettalong Beach | .. | .. | 1 | 4 | 1 | 4 |
| Glenbrook | .. | .. | 1 | 7 | 1 | 7 |
| Goulburn | 1* | 45 | .. | .. | 1 | 45 |
| Lithgow | .. | .. | 1 | 15 | 1 | 15 |
| Newcastle | .. | .. | 1 | 4 | 1 | 4 |
| ,, Kahibah | .. | .. | 1 | 24 | 1 | 24 |
| ,, New Lambton | .. | .. | 1 | 40 | 1 | 40 |
| Russell Vale | .. | .. | 1 | 50 | 1 | 50 |
| South Bathurst | 1* | 42 | .. | .. | 1 | 42 |
| Towradgi | .. | .. | 2 | 35 | 2 | 35 |
| Umina | .. | .. | 1 | 16 | 1 | 16 |
| Wagga Wagga | .. | .. | 3 | 25 | 3 | 25 |
| Warragamba Dam | .. | .. | 1 | 30 | 1 | 30 |
| Wollongong | .. | .. | 1 | 32 | 1 | 32 |
| Woy Woy | .. | .. | 1 | 16 | 1 | 16 |
| Total | 2 | 87 | 18 | 363 | 20 | 450 |
| Grand Total | 19 | 1,135 | 195 | 4,322 | 214 | 5,457 |

* Run by the Sydney Day Nursery Association.

# Chapter 3. VICTORIA

## Demographic Background

At the time of the 1966 Census 32.9 per cent of the married* women in Victoria between the ages 20–34 were in the work force, together with 61.0 per cent of separated, divorced and widowed women in the same age range (see Table 5). At the same time there were 386,987 children under six, of whom approximately 4,500 were placed in **Child Care Centres** [providing full-day care as defined on p. 9].

TABLE 5: *Married Women at Work—Victoria*

*Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 235,947 | 77,663 | 32·9 |
| | Total 15 yrs and over. | 722,266 | 214,178 | 29·7 |
| Separated, Divorced and Widowed. | 20–34 yrs .. | 8,607 | 5,249 | 61·0 |
| | Total 15 yrs and over. | 164,881 | 40,429 | 24·5 |

## Registration and Regulations

**Child Care Centres** in Victoria are of two types:

(a) those required by the Victorian *Health* (*Child Minding*) *Act* 1964 to be registered and described therein as "Child Minding Centres", (the Act covers "child care centres" offering part-day as well as full-day care);

(b) those specifically excluded from that Act† because they received a subsidy from the Department of Health. These **Child Care Centres**, known as "day nurseries", are however subject to standards and conditions laid down by the Department of Health.

(All but one of these subsidised day nurseries offer full-day care and so are counted as **Child Care Centres** in this report, see definitions p. 9.)

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* Excluding Widowed, Divorced and Separated Women.

† The situation of only some **Child Care Centres** being covered by the relevant Act, Ordinance or by-law is peculiar to Victoria.



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**Child Care Centres** of the first type (i.e., those which must register) must comply with regulations laid down for "Child Minding Centres" in the relevant Acts. These regulations are discussed below under the sub-heading, "Registration". The **Child Care Centres** of the second type (i.e., those which are exempt from registration) are subject to standards and conditions laid down by the Department of Health. These standards are discussed below under the sub-heading, "Standards for Child Care Centres exempt from Registration".

Registration

*The Health (Child Minding) Act,* 1964, requires the registration of any house or place where the business of child minding is carried on. Child minding is defined as "Receiving or offering to receive for fee or reward five or more children who are under the age of six years for custody or care in a Child Minding Centre". (It should be noted that the term "Child Minding Centres" in the Act includes centres other than those offering full-day care, and excludes centres which receive a subsidy from the Department of Health.)

In the terminology adopted in this report, those "Child Minding Centres" offering full-day care are **Child Care Centres.**

Any person may apply to the Commission of Public Health for a house or a place to be registered for child minding. In considering any application the Commission takes into account—

(a) the suitability of the proposed premises and of the site and the situation; and

(b) the suitability of the applicant.

The Commission may cancel the Registration Certificate or vary the conditions under which the Centre may operate if the premises or the applicant are no longer suitable for the care of children.

The *Health (Child Minding) Act,* 1964 makes provision for regulations to be drawn up on a wide number of matters relating to the operation of centres. These include regulations on building, grounds, maintenance, and so on. Of particular interest are those set out in the *Child Minding Centre (Health Act) Staff Regulations* 1966. Details of the staffing requirements for those **Child Care Centres** subject to the Act are given below.

For each group of 30 children or remaining portion thereof, the proprietor must appoint one person to be in charge. This person must be over the age of 18 and meet with the approval of the Commission.

All other members of staff must be over the age of 15 years and mentally and physically capable of performing the work required in the centre.

Numbers of staff must be determined in accordance with the following schedule:

| *Age Group of Children* | | *Staff* |
|---|---|---|
| Under 3 years | .. | At least 1 for every 5 or remaining portion of 5 children |
| 3 years and over | .. | At least 1 for every 15 or remaining portion of 15 children |

The minimum number of staff to be employed is two, one of whom may be the proprietor if he is actually working as a member of staff.

Standards for **Child Care Centres** Exempt from Registration

As noted above, the day nurseries which receive a subsidy from the Department of Health are exempt from the registration conditions laid down in the *Health* (*Child Minding*) *Act* 1964. However, the staffing, accommodation, furniture and fittings and so on, are carefully regulated by the Department of Health, as part of the conditions for receiving subsidy.

Circulars relating to the standards required to be observed in the day nurseries are issued by the Department of Health. The current circulars issued in October 1969, are entitled:

"Day Nurseries (Creches): Conditions of Subsidy";

"Guides for the Establishment of Day Nurseries and Standards Required for Subsidy";

"Furniture, Equipment and Supplies for Subsidised Day Nurseries".

The staffing requirements for the day nurseries receiving a subsidy are contained in the circular, "Day Nurseries (Creches): Conditions of Subsidy", October, 1969.

The staffing requirements specify not only the number but also the qualifications of personnel. For example, a Matron or Kindergarten Director with approved qualifications must be appointed to each centre. In addition to the person in charge, there must be trained staff members for specified groups of children (see schedules below).

In order to be employed as trained staff at the Centres, persons must possess at least one of the following qualifications:

(a) Registered Trained Nurse with approved experience in child care (preferably with Infant Welfare Certificate).

(b) Kindergarten Teacher with approved qualifications.

(c) Mothercraft Nurse registered with the Victorian Nursing Council.

(d) Nursery Nurse if registered with the Victorian Nursing Council.

(e) Pre-school Mothercraft Nurse or Pre-school Play Leader (Department of Health Certificate).

In addition to the trained staff, additional staff must be employed to ensure the adequate preparation and serving of meals and the general care of the Centre. This staff consists of cook, cleaner and handyman.

The staff (exclusive of domestic staff) must be appointed in accordance with the following schedules:

A. For Children under Three Years of Age.

In addition to the sister-in-charge (matron) of the day nursery there should be at least one staff member to 5 children or part thereof. There must be a trained staff member for each group or sub-group.

The minimum staff requirements are as follows:

| No. of Children | Sub-Group | Staff |
|---|---|---|
| (i) 5 | 0–1 year | 1 trained. |
| (ii) 10 | 1–2 years | 1 trained and 1 untrained. |
| (iii) 15 | 2–3 years | 1 trained and 2 untrained. |

Sub-groups (i) and (ii) may be combined but no reduction in staff members may be made.

B. For Children over Three Years of Age.

In addition to the professional person in charge of the day nursery, i.e. the sister-in-charge (matron) or the kindergarten teacher (if only children over three years of age are catered for) at least one staff member for each 10 children must be provided.

There must be at least one trained staff member to each group or sub-group.

| No. of Children | Age Group | Staff |
|---|---|---|
| (i) 1–10 | 3–5 years | 1 trained. |
| (ii) 11–20 | 3–5 years | 1 trained and 1 untrained. |
| (iii) 21–25 | 3–5 years | 1 trained and 2 untrained. |
| (iv) 26–30 | 3–4 years (sub-group) | 1 trained } and 1 untrained. |
| | 4–5 years (sub-group) | 1 trained } |

**Subsidy**

In Victoria, a subsidy is available from the Department of Health to certain **Child Care Centres** (the day nurseries in the above section) established

> "for the all-day care of children under the age of six years who require care away from home because of special circumstances such as where there is only one parent who is the breadwinner or when the combined incomes of both parents is not sufficient for the needs of the family, or there may be some other socio-economic reason." *

As noted above, the Centres receiving a subsidy from the Department of Health are subject, not to the *Health* (*Child Minding*) *Act* 1964, but rather to standards and conditions laid down by the Department of Health.

The subsidy available from the Department of Health consists of both capital grants and maintenance subsidies. In the financial year 1968–1969, the total amount of the Department of Health subsidy for **Child Care Centres** was $179,000.

(i) Capital Grants

> "An amount of $6,000 on a $2 for $1 expenditure basis is payable in respect of new building works and a further amount of up to $14,000 may be made available on a $1 for $1 basis. This total grant of $20,000 may be approved where the organisation concerned can demonstrate the need for a new Centre and also its ability to match the Government funds on the above basis.
>
> In cases where extensions or other capital works are required on existing Centres for which grants of less than the maximum of $20,000 have been made, approval may be given under the same conditions for further grants not exceeding in all the maximum of $20,000".

(ii) Maintenance Subsidies.

> Maintenance subsidies are payable at the rate of $250 per annum per child on the basis of enrolment.†

Eight of the 14 **Child Care Centres** receiving subsidy from the Department of Health are affiliated with the Victorian Association of Day Nurseries.

For these centres

> "the difference between the subsidy and the remainder of the costs is made up of moneys raised by the voluntary committees, donations, bequests and contributions made by the parents if able."‡

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* "Guides for the Establishment of Day Nurseries and Standards Required for Subsidy." Department of Health, October 1969.

† "Day Nurseries (Creches): Conditions of Subsidy"; Department of Health, October 1969.

‡ 55th Annual Report: Victorian Association of Day Nurseries Melbourne, June, 1968.

However, some of these centres affiliated with the Victorian Association of Day Nurseries also receive assistance from their local government councils. This support tends to be in the form of occasional financial assistance and/or rent-free premises. The City Councils of Brunswick, Fitzroy, Footscray and Northcote are among those who have contributed to the support of the **Child Care Centres** in their areas.

Of the remaining **Child Care Centres** receiving subsidy from the Department of Health but not affiliated with the Victorian Association of Day Nurseries, the four in the metropolitan area are run by local Government Councils and the two outside of the metropolitan area are run by voluntary committees. The City Councils running **Child Care Centres** are Melbourne (which has two **Child Care Centres**), Prahran and South Melbourne. The costs to the Councils are high, exceeding $4,000 annually in at least one case.

**Fees**

Fees for children placed in **Child Care Centres** vary. At the centres which receive a subsidy, fees are assessed according to the means of the parent. The range of fees is from nothing to $5.00 per week.

**Child Care Centres** not in receipt of subsidy charge between $7.00 and $11.00 a week for one child. There is usually a reduction in fees if more than one child in a family is placed in a **Child Care Centre.**

In Victoria, there are two **Child Care Centres** (not in receipt of subsidy) provided by employers. The employers contribute to the cost of providing high quality care for employees' children. The cost to the parents is $6.00 weekly in each of these centres.

**Availability of Child Care Centres**

In December, 1968, there was a total of 175 **Child Care Centres** in Victoria with a capacity to provide full-day care for 4,584 children as shown in Table 6. The distribution of centres in the metropolitan area by local government area is shown on Map 2.

**Child Care Centres Receiving Subsidy**

There were 14 **Child Care Centres** receiving Government subsidy providing full-day care for a total of 701 children in Victoria in 1968. Of these, 12 centres were in the metropolitan area, eight being conducted by voluntary committees affiliated with the Victorian Association of Day Nurseries and four by local government councils. The other two centres are conducted at Bendigo and Geelong by independent committees.

**Child Care Centres Not Receiving Subsidy**

At 31st December, 1968, there were 161 **Child Care Centres** in Victoria not receiving a subsidy. These centres were registered to care for 616 children under two years of age and 3,267 children aged between 2–6 years.

Approximately 75 per cent of these centres catered for less than 30 children and 40 per cent for less than 20 children.

In the metropolitan area there were 152 centres registered to provide all day care for 606 children under two years of age and 3,083 children aged between 2–6 years.

There were 9 centres outside the metropolitan area, registered to provide all day care for 10 children under two years of age, and 184 children between 2–6 years of age.

Included among these **Child Care Centres** were the two provided by employers. As far as is known these are the only **Child Care Centres** in Australia which employers conduct for the benefit of their employees.

One centre is conducted by a manufacturer of telephone equipment and has a capacity for 90 children aged from 3–5 years. The centre was built by the company at a cost of $85,000. The company also meets a substantial part of the running costs.

The other **Child Care Centre** provided by an employer is that conducted by a Melbourne hospital. This centre has capacity for 22 children under six years of age including seven children under two years of age and three children aged between 2–3 years. The Hospitals and Charities Commission met half the cost of establishing this centre in order to help bring trained nursing staff back to the profession.

# EMPLOYER CRECHE

While mother works . . .

It's story-time for the children.

TABLE 6: **Child Care Centres** *in Victoria, December,* 1968

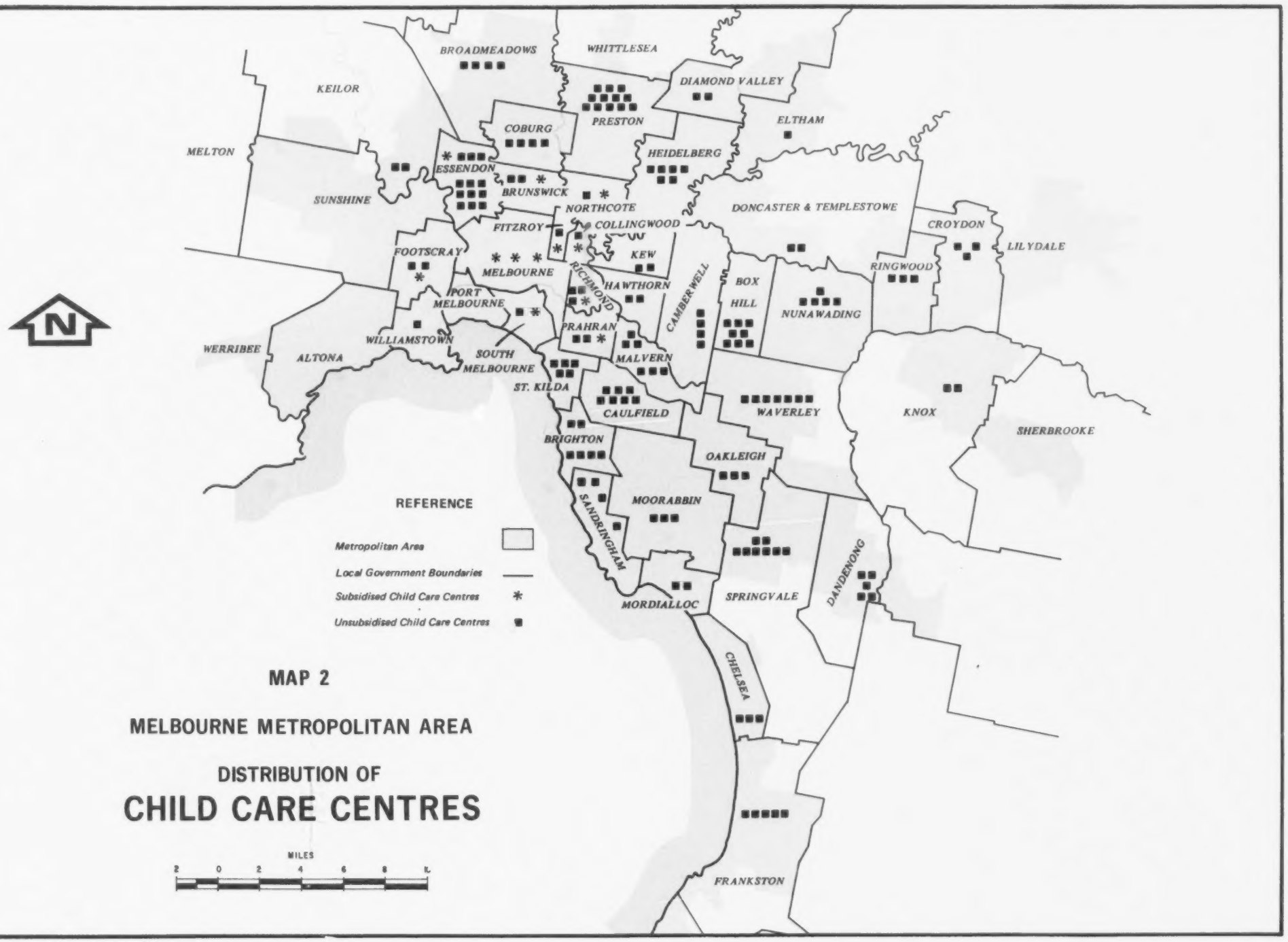
| Area (Local Government Area) | Centres receiving Subsidy | | | | Centres not receiving Subsidy | | | | Grand Total | |
|---|---|---|---|---|---|---|---|---|---|---|
| | No. of Centres | Capacity of Centres | | | No. of Centres | Capacity of Centres | | | No. of Centres | Capacity |
| | | Ch'n <3 yrs | Ch'n 3–5 yrs | Total No. of Ch'n | | Ch'n <2 yrs | Ch'n 2–5 yrs | Total No. of Ch'n | | |
| *Metropolitan—* | | | | | | | | | | |
| Box Hill | .. | .. | .. | .. | 8 | 39 | 154 | 193 | 8 | 193 |
| Brighton | .. | .. | .. | .. | 6 | 19 | 147 | 166 | 6 | 166 |
| Broadmeadows | .. | .. | .. | .. | 4 | 12 | 167 | 179 | 4 | 179 |
| Brunswick | .. | .. | .. | 1* | 30 | 25 | 55 | 2 | 25 | 50 | 75 | 3 | 130 |
| Camberwell | .. | .. | .. | .. | 4 | 15 | 94 | 109 | 4 | 109 |
| Caulfield | .. | .. | .. | .. | 7 | 21 | 131 | 152 | 7 | 152 |
| Chelsea | .. | .. | .. | .. | 3 | 5 | 50 | 55 | 3 | 55 |
| Coburg | .. | .. | .. | .. | 4 | 21 | 84 | 105 | 4 | 105 |
| Collingwood | .. | .. | .. | 1* | 23 | 22 | 45 | 1 | .. | 40 | 40 | 2 | 85 |
| Croydon | .. | .. | .. | .. | 3 | 4 | 59 | 63 | 3 | 63 |
| Dandenong | .. | .. | .. | .. | 5 | 12 | 96 | 108 | 5 | 108 |
| Diamond Valley | .. | .. | .. | .. | 2 | .. | 42 | 42 | 2 | 42 |
| Doncaster and Templestowe | .. | .. | .. | .. | 2 | 3 | 30 | 33 | 2 | 33 |
| Eltham | .. | .. | .. | .. | 1 | 3 | 10 | 13 | 1 | 13 |
| Essendon | .. | .. | .. | 1* | 25 | 20 | 45 | 12 | 57 | 264 | 321 | 13 | 366 |
| Fitzroy | .. | .. | .. | 1* | 25 | 25 | 50 | 1 | 4 | 15 | 19 | 2 | 69 |
| Footscray | .. | .. | .. | 1* | 22 | 42 | 64 | 2 | 1 | 35 | 36 | 3 | 100 |
| Frankston | .. | .. | .. | .. | .. | .. | .. | 5 | 18 | 87 | 105 | 5 | 105 |
| Hawthorn | .. | .. | .. | .. | .. | .. | .. | 2 | 6 | 42 | 48 | 2 | 48 |
| Heidelberg | .. | .. | .. | .. | .. | .. | .. | 6 | 22 | 105 | 127 | 6 | 127 |
| Keilor | .. | .. | .. | .. | .. | .. | .. | 2 | 2 | 20 | 22 | 2 | 22 |
| Kew | .. | .. | .. | .. | .. | .. | .. | 2 | 10 | 34 | 44 | 2 | 44 |
| Knox | .. | .. | .. | .. | .. | .. | .. | 2 | 10 | 56 | 66 | 2 | 66 |
| Malvern | .. | .. | .. | .. | .. | .. | .. | 6 | 56 | 119 | 175 | 6 | 175 |
| Melbourne | .. | .. | .. | 1* + 2 | 72 | 77 | 149 | .. | .. | .. | .. | 3 | 149 |

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Moorabbin | .. | .. | .. | .. | .. | .. | .. | .. | 3 | 27 | 105 | 132 | 3 | 132 |
| Mordialloc | .. | .. | .. | .. | .. | .. | .. | .. | 2 | 14 | 40 | 54 | 2 | 54 |
| Northcote | .. | .. | .. | .. | 1* | 25 | 25 | 50 | 1 | 7 | 15 | 22 | 2 | 72 |
| Nunawading | | .. | .. | .. | .. | .. | .. | .. | 5 | 18 | 74 | 92 | 5 | 92 |
| Oakleigh | .. | .. | .. | .. | .. | .. | .. | .. | 3 | 10 | 54 | 64 | 3 | 64 |
| Prahran | .. | .. | .. | .. | 1 | 30 | 20 | 50 | 2 | 10 | 30 | 40 | 3 | 90 |
| Preston | .. | .. | .. | .. | .. | .. | .. | .. | 12 | 64 | 246 | 310 | 12 | 310 |
| Richmond | .. | .. | .. | .. | 1* | 28 | 25 | 53 | 3 | 7 | 88 | 95 | 4 | 148 |
| Ringwood | .. | .. | .. | .. | .. | .. | .. | .. | 3 | 11 | 40 | 51 | 3 | 51 |
| Sandringham | | .. | .. | .. | .. | .. | .. | .. | 4 | 6 | 75 | 81 | 4 | 81 |
| St Kilda | .. | .. | .. | .. | .. | .. | .. | .. | 5 | 30 | 96 | 126 | 5 | 126 |
| Sth Melbourne | | .. | .. | .. | 1 | 25 | 15 | 40 | 1 | 5 | 15 | 20 | 2 | 60 |
| Springvale | .. | .. | .. | .. | .. | .. | .. | .. | 8 | 28 | 139 | 167 | 8 | 167 |
| Waverly | .. | .. | .. | .. | .. | .. | .. | .. | 7 | 4 | 113 | 117 | 7 | 117 |
| Williamstown | | .. | .. | .. | .. | .. | .. | .. | 1 | .. | 22 | 22 | 1 | 22 |
| Total | .. | .. | .. | .. | 12 | 305 | 296 | 601 | 152 | 606 | 3,083 | 3,689 | 164 | 4,290 |
| *Outside Metropolitan Area—* | | | | | | | | | | | | | | |
| Bendigo | .. | .. | .. | .. | 1 | 20 | 20 | 40 | 1 | 5 | 3 | 35 | 2 | 75 |
| Geelong | .. | .. | .. | .. | 1 | 30 | 30 | 60 | 3 | .. | 70 | 70 | 4 | 130 |
| Moe | .. | .. | .. | .. | .. | .. | .. | .. | 1 | .. | 20 | 20 | 1 | 20 |
| Rochester | .. | .. | .. | .. | .. | .. | .. | .. | 1 | .. | 15 | 15 | 1 | 15 |
| Shepparton | | .. | .. | .. | .. | .. | .. | .. | 2 | 5 | 39 | 44 | 2 | 44 |
| Whittlesea | .. | .. | .. | .. | .. | .. | .. | .. | 1 | .. | 10 | 10 | 1 | 10 |
| Total | .. | .. | .. | .. | 2 | 50 | 50 | 100 | 9 | 10 | 184 | 194 | 11 | 294 |
| Grand Total | .. | .. | .. | .. | 14 | 355 | 346 | 701 | 161 | 616 | 3,267 | 3,883 | 175 | 4,584 |

* Centres run by the Victorian Association of Day Nurseries.



69792—5




**MAP 2**

**MELBOURNE METROPOLITAN AREA**

**DISTRIBUTION OF**

# CHILD CARE CENTRES

# Chapter 4: QUEENSLAND

## Demographic Background

At the time of the 1966 Census 23.2 per cent of married* women in Queensland between the ages of 20 and 34 years were in the labour force, together with 51.6 per cent of separated, divorced and widowed women in the same age range (see Table 7). At the same time there were 206,200 children under six years of age, of whom less than 1,000 were in **Child Care Centres** (providing full-day care as defined on page 9).

TABLE 7: *Married Women at Work—Queensland Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 116,074 | 26,901 | 23·2 |
| | Total 15 yrs and over. | 361,189 | 75,168 | 20·8 |
| Separated, Divorced, and Widowed. | 20–34 yrs .. | 4,413 | 2,279 | 51·6 |
| | Total 15 yrs and over. | 83,615 | 16,989 | 20·3 |

## Registration and Regulations

The *Children's Services Act,* 1965, provides for the drawing up of regulations relating to "child care centres" in Queensland and these are at present being drafted. However, there is as yet no authority responsible for the registration of all "child care centres" in the State. In the meantime, such local authority ordinances, by-laws and regulations as exist continue to determine the requirements for registration of **Child Care Centres** and minimum standards which must be provided.

Details of by-laws and regulations relating to **Child Care Centres** were obtained from 28 of the 131 local government authorities in Queensland (with a coverage of approximately 72 per cent of the total population).† Of the local government authorities contacted, only the city councils of Brisbane, Ipswich, Toowoomba and Townsville have registration requirements for **Child Care Centres**; these four councils require registration of all such centres in their area (and also of "child care centres" offering part-time care).

* Excluding Widowed, Divorced and Separated Women.

† It is possible that some of the 103 local government authorities in Queensland who were not contacted, may have by-laws relating to **Child Care Centres.** Since the urban centres in these local government areas have less than 10,000 population, the existence of full-day child care centres is unlikely. The incomplete coverage of the Queensland data should however be noted.

Some of the other local government authorities have Health Regulations or Town Plan Regulations pertaining to child care but not requiring registration of centres. As these authorities, therefore, have no register of existing "child care centres", centres in these areas could not be included in this report. However, it is known that, in Queensland, there are in existence, full-day "child care centres" which are not subject to registration, at least until the regulations under the *Children's Services Act,* 1965, have been put into effect.

As the regulations relating to **Child Care Centres** in the areas administered by the city councils of Brisbane, Ipswich, Toowoomba and Townsville have much in common, the requirements of some of them are used here to illustrate the requirements which generally apply in all four cities.

In the Brisbane City Council Ordinance on "The Establishment, Conduct and Registration of a 'child care centre' ", information relating to approval of sites is contained in Chapter 8; to building, in Chapter 23; and to registration and conduct, in Chapter 72.

Chapter 72 states that:

> "A person shall not conduct or use premises or cause or permit or suffer premises to be conducted or used as a 'child care centre'* unless such premises are registered."

All such centres providing care for five or more children must be registered.

The Council only grants a licence when it is satisfied that:

(a) the applicant, or any person employed or proposed to be employed in the conduct of the "child care centre" is in the opinion of the Chief Inspector, a fit person to mind or care for children;

(b) the premises are fit to be used as a "child care centre".

The Council has the discretion to determine the maximum number of children that may be cared for in any one centre.

The regulations relating to staffing of **Child Care Centres** state that the proprietor must provide and maintain adequate and capable staff; and that there must be sufficient persons to give individualised care where it is required. Where there are children under the age of two years, the attendance of a trained nurse is desirable. The person in charge of the centre must hold suitable qualifications.

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* A "child care centre" is defined as "any premises at which a person receives or purports to receive children for the purpose of minding or caring for them for any day or part of a day; the term to include a kindergarten."

Thus "child care centre" in Brisbane has wider implications than the special term **Child Care Centres** adopted for use in this report. See definitions of terms, p. 9.

The Townsville City Council considers the following to be acceptable qualifications for staff—

(i) Trained Kindergarten Teacher;
(ii) Maternal and Child Welfare Nurse or Mothercraft Nurse with 2 years' experience;
(iii) Trained nursing sister;
(iv) Trained and qualified teacher (primary level);
(v) Persons with qualifications acceptable to the Council.

**Subsidy**

Subsidy is paid by the State Government in Queensland to two **Child Care Centres**; these cater essentially for children from families in special needs i.e., children from either one parent families or two parent families in poor economic circumstances. One of these **Child Care Centres** caters only for children in special need, but the other will accept children from two parent families not in special need if there are vacancies. Such children are required to vacate their place at the **Child Care Centre** if admission is sought for a child in special need.

The allocation of State Government subsidy is on the basis of $2.00 per week for each child **in special need** who is cared for regularly at these two centres. Therefore, in the centre which allows children from two-parent families not in special circumstances to attend, a State government subsidy would not be paid for such children. At both centres some children are accepted on a casual basis. The subsidy is not available for children receiving casual care.

Of the two centres receiving subsidy, the one which caters only for children in special need is run by the Creche and Kindergarten Association; the other is run by a voluntary committee.

**Fees**

Most **Child Care Centres** charge $6.00 per week for the full-day care of a child over 2 years, $7.00 per week for a child under 2 years and $10.00 per week for any two children in the one family.

The fees charged in centres which receive a government subsidy are on a sliding scale according to the parents' means. It is estimated that the cost of providing care at these centres is $10.00 a week for each child. For a child with only a supporting mother earning less than $30.00 a week, the weekly fee charged would be between $3.00 and $6.00. Where both parents are working, and the family in economic need, the average charge is $7.00 a week. However, it is stated that in special circumstances, some children receive care free of charge.

**Availability of Child Care Centres**

The limitations on the statistics relating to **Child Care Centres** noted in the section on "Registration and Regulations" (see footnote p. 35) must be

taken into account. In the areas covered by the four City Councils with compulsory registration of any **Child Care Centres** caring for five or more children, there were 21 **Child Care Centres** with the capacity to provide full day care for a total of 1,002 children.

Of these centres, 16 were in the area administered by the Brisbane City Council, with capacity for 716 children. Of these 16 centres, two received some form of subsidy and cared for less than 200 children. The distribution of **Child Care Centres** in the area administered by the Brisbane City Council is shown on Map 3.

There were no **Child Care Centres** registered in the area administered by the Ipswich City Council; one in Toowoomba with a capacity to care for 75 children; and four in Townsville with a total capacity for 211 children (see Table 8).

TABLE 8: **Child Care Centres** *in Queensland*, 1969

| Area (Local Government Area) | No. of Centres | Capacity |
|---|---|---|
| BRISBANE— | | |
| Acacia Ridge | 1 | 26 |
| Auchenflower | 1 | 50 |
| Coorparoo | 1 | 45 |
| Inala | 2 | 63 |
| Morningside | 1 | 30 |
| New Farm | 1 | 40 |
| Nundah | 1 | 50 |
| Sandgate | 1 | 70 |
| Taringa | 1 | 40 |
| Toowong | 2 | 96 |
| Valley | 2* | 101 |
| West End | 1* | 70 |
| Windsor | 1 | 35 |
| Total | 16 | 716 |
| TOOWOOMBA | 1 | 75 |
| TOWNSVILLE | 4 | 211 |
| Total | 5 | 286 |
| Grand Total | 21 | 1,002 |

* One of the centres in the Valley and the centre at West End receive State Government subsidy.

BRISBANE METROPOLITAN AREA

DISTRIBUTION OF

# CHILD CARE CENTRES

MAP 3

REFERENCE

Metropolitan Area

Subsidised Child Care Centres

Unsubsidised Child Care Centres

Sandgate

Nundah

Windsor

Auchenflower

Inner City

Toowong

Taringa

West End

Morningside

Coorparoo

Inala

Acacia Ridge

MILES

2 0 2 4 6 8

# Chapter 5: SOUTH AUSTRALIA

## Demographic Background

At the time of the 1966 Census, 28.8% of married* women in South Australia between the ages of 20 and 34 years, were in the labour force, together with 53.7% of separated, divorced and widowed women in the same age range (see Table 9). At the same time there were 130,779 children under six years, of whom less than 1,000 were placed in **Child Care Centres** (providing full-day care as defined on page 9).

TABLE 9: *Married Women at Work—South Australia*

*Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 79,431 | 22,894 | 28·8 |
| | Total 15 yrs and over. | 248,731 | 65,548 | 26·4 |
| Separated, Divorced, and Widowed. | 20–34 yrs .. | 2,729 | 1,466 | 53·7 |
| | Total 15 yrs and over. | 52,629 | 10,445 | 19·8 |

## Registration and Regulations

In South Australia there is no State-wide legislation on **Child Care Centres.** Such centres in South Australia may be subject to:

(i) **Model by-laws under the Local Government Act,** 1934–1969. There are two identical model by-laws, one for municipal councils and one for district councils relating to Child Care. In all, 43 of the 139 municipalities and district councils in South Australia have adopted the by-laws. Of these 43, 22 are in the Adelaide metropolitan area.

(ii) By-laws other than the above (see below).

(iii) **Social Welfare Act,** 1929–1965. Under the definition of a home in this Act any child minding centre or creche which is not currently licensed by a local government body pursuant to the model by-laws may be required to be licensed as a children's home. There were, at October, 1969, no centres registered for the full-day care of young children under the provisions of this Act.

* Excluding Widowed, Divorced and Separated Women.

All but two of the **Child Care Centres** in South Australia are licensed in accordance with the model by-laws. One centre in Burnside, a municipality in Adelaide which has not adopted the model by-law, is licensed in accordance with powers under another law. The other centre, run by the Kindergarten Union, is a kindergarten which operates for extended hours i.e., from 8 a.m. to 5 p.m. As this kindergarten offers full-day care for children it has been included as a **Child Care Centre** in this report.

The "Model By-Laws Relating to Child Minding Centres" under the *Local Government Act,* 1934–1969 set out the licensing provisions and related standards to be observed by **Child Care Centres,** established for "gain or reward, wholly or partly for the reception and care of children under the age of six years". Thus the by-laws refer also to "child care centres" offering part-day care.

The by-laws, where adopted, lay down the authority of a local government council to grant, renew, and transfer licenses and to withhold a license if provisions of the by-law are not complied with to its satisfaction.

A licence has effect for 12 months and after such time it must be renewed by application to the Council. Before granting, renewing or transferring a licence to any person, the Council must be satisfied that:

(a) the person is in every respect a fit and proper person to be in charge of a centre;

(b) the premises and buildings are suitable, afford sufficient accommodation and satisfy the requirements prescribed in the provisions of the by-laws.

In certain circumstances, councils may also suspend or cancel a licence.

The by-laws specify that either the licence holder or a trained person appointed by the license holder must be responsible for the conduct of the centre. A "trained person" means a person of over the age of 18 years who:

(a) has completed a course of training as a pre-school or kindergarten teacher prescribed or approved by the Kindergarten Union of South Australia, Incorporated, and qualified as such; or

(b) is registered with the Nurses' Registration Board of South Australia as an Infant Welfare Nurse, General Nurse, Midwife or Mothercraft Nurse; or

(c) by reason of any training and experience or other special qualifications is, in the opinion of the Council, competent to care for children in a **Child Care Centre.**

The by-laws also define an "approved person" as a person who by reason of his training and experience or other special qualifications, is in the opinion of the council, qualified to be entrusted with the care of children within the specified age group.

Thus, every **Child Care Centre** subject to the model by-laws must be provided with staff as follows:—

| Children | | Staff | | |
|---|---|---|---|---|
| Age Range | Number | Approved | Assistants | Total |
| Less than 2 years .. | 0– 5 | 1 | .. | 1 |
| | 6–10 | 1 | 1 | 2 |
| | 11–15 | 1 | 2 | 3 |
| | 16–20 | 1 | 3 | 4 |
| 2–6 years .. .. | 0– 8 | 1 | .. | 1 |
| | 9–20 | 1 | 1 | 2 |
| | 21–30 | 1 | 2 | 3 |
| | 31–35 | 1 | 3 | 4 |

There are limits set as to the maximum number of children in specific age groups, who may be cared for in a **Child Care Centre.** For children less than two years, the maximum number who may be cared for is 20; for children 2–6 years, 35.

**Subsidy**

The State Government makes an annual grant to the Kindergarten Union towards the costs of the kindergartens run by the Union. As noted above (p. 41) one such kindergarten is included among the **Child Care Centres** in this report, as it offers full-day care. This centre is the only **Child Care Centre** in receipt of government subsidy in South Australia. It should be noted that the bulk of the State Government subsidy ($552,000 was allocated in 1968/69) is for kindergartens offering part-day care. The one subsidised **Child Care Centre** caters mainly for under privileged children.

**Fees**

Fees are adjusted according to parents' means in the subsidised centre. At the other centres the fees charged for the full-day care of a young child vary between $7.00 and $8.00 per week, and for each additional child in the one family, from $6.00 to $7.00. Additional charges are made for babies in napkins.

**Availability of Child Care Centres**

In October, 1969, there was a total of 63 **Child Care Centres** in South Australia with the capacity to provide full-day care for 1,500 children (as shown in Table 10). Of these centres, 61 were in the Adelaide metropolitan area providing full-day care for 1,475 children. The distribution of **Child Care Centres** by local government area in the metropolitan area is shown on map 4.

The two centres outside of the Adelaide metropolitan area had provision for 25 children between them.

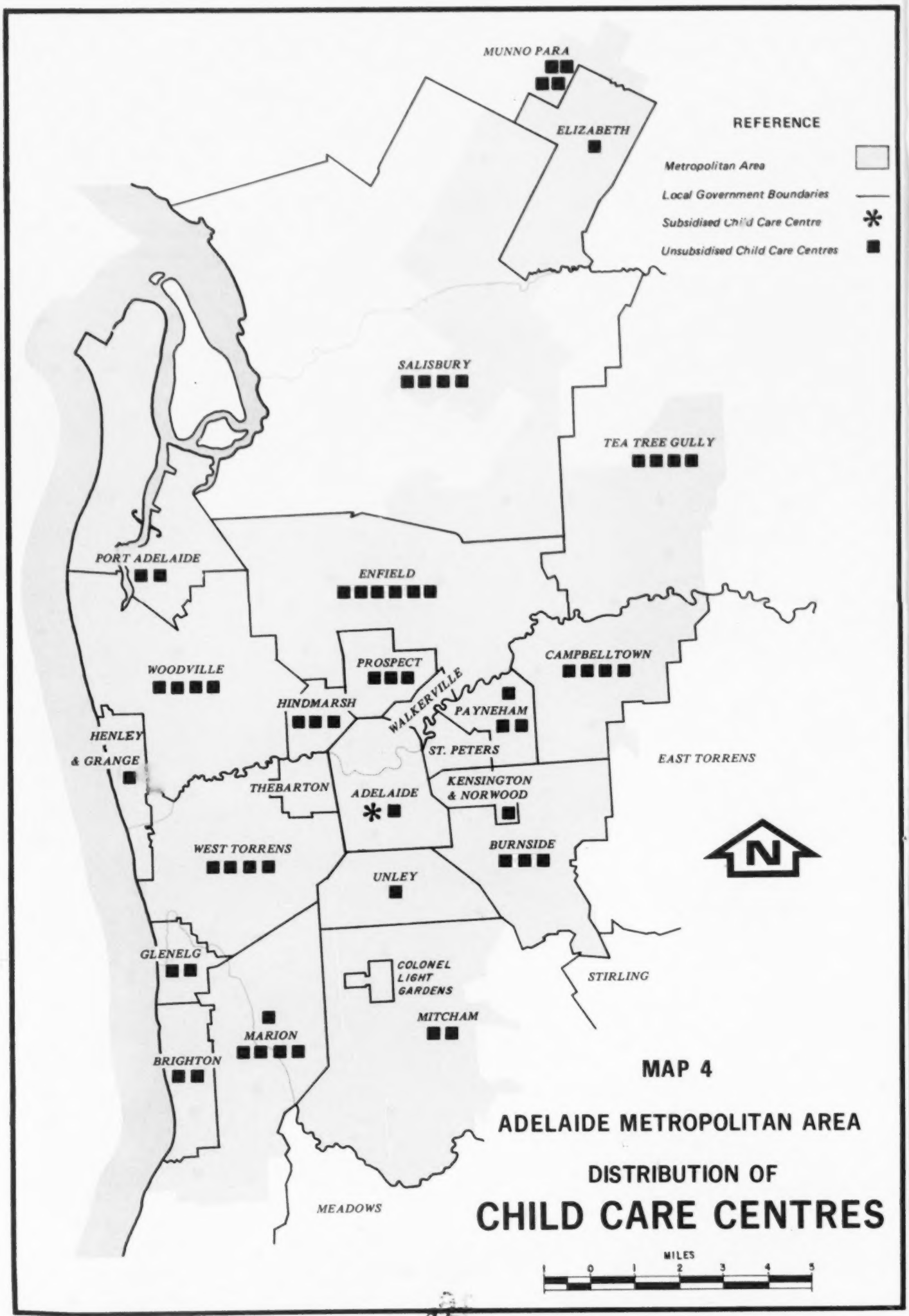
TABLE 10: **Child Care Centres** *in South Australia, October,* 1969

| Area (Local Government Area) | Number of Centres | Capacity |
|---|---|---|
| *Metropolitan‡*— | | |
| Adelaide | 2† | 50 |
| Brighton | 2 | 47 |
| Burnside* | 3 | 90 |
| Campbelltown | 4 | 16 |
| Elizabeth | 1 | 60 |
| Enfield | 6 | 155 |
| Glenelg | 2 | 44 |
| Henley and Grange | 1 | 15 |
| Hindmarsh | 3 | 98 |
| Kensington and Norwood | 1 | 26 |
| Marion | 5 | 169 |
| Mitcham | 2 | 60 |
| Munno Para | 4 | 77 |
| Payneham | 3 | 65 |
| Port Adelaide | 2 | 30 |
| Prospect | 3 | 72 |
| Salisbury | 4 | 103 |
| Tea Tree Gully | 4 | 105 |
| Unley | 1 | 28 |
| West Torrens | 4 | 87 |
| Woodville | 4 | 78 |
| Total | 61 | 1,475 |
| *Other*— | | |
| Noarlunga | 1 | 20 |
| Port Lincoln | 1 | 5 |
| Total | 2 | 25 |
| Grand Total | 63 | 1,500 |

* The municipality of Burnside has not adopted the model by-law relating to child minding centres under the *Local Government Act,* 1934–1969, but it uses powers under another law to ensure licensing of premises and inspection of **Child Care Centres.**

† One of these centres, run by the Kindergarten Union and catering for 20 children, receives government subsidy.

‡ Statistical Division.


MUNNO PARA
ELIZABETH
REFERENCE
Metropolitan Area
Local Government Boundaries
Subsidised Child Care Centre
Unsubsidised Child Care Centres
SALISBURY
TEA TREE GULLY
PORT ADELAIDE
ENFIELD
CAMPBELLTOWN
WOODVILLE
PROSPECT
WALKERVILLE
HINDMARSH
PAYNEHAM
HENLEY & GRANGE
ST. PETERS
EAST TORRENS
THEBARTON
ADELAIDE
KENSINGTON & NORWOOD
WEST TORRENS
BURNSIDE
N
UNLEY
GLENELG
COLONEL LIGHT GARDENS
STIRLING
MITCHAM
MARION
BRIGHTON
MEADOWS
MAP 4
ADELAIDE METROPOLITAN AREA
DISTRIBUTION OF
CHILD CARE CENTRES
MILES
1 0 1 2 3 4 5

# Chapter 6: WESTERN AUSTRALIA

## Demographic Background

At the time of the 1966 Census 24.3 per cent of married* women in Western Australia between the ages of 20–34 were in the labour force, together with 52.1 per cent of separated, divorced and widowed women in the same age range (see Table 11). At the same time there were 103,020 children under six years of age, of whom approximately 428 were in **Child Care Centres** (providing full-day care as defined on p. 9).

TABLE 11: *Married Women at Work—Western Australia*

*Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 61,222 | 14,886 | 24·3 |
| | Total 15 yrs and over. | 183,053 | 42,492 | 23·2 |
| Separated, Divorced, and Widowed. | 20–34 yrs .. | 2,310 | 1,204 | 52·1 |
| | Total 15 yrs and over. | 39,894 | 8,700 | 21·8 |

## Registration and Regulations

The *Child Welfare Act,* 1947–65 requires the licensing of all premises which offer care for children under six years of age in Western Australia. The Act provides for the drawing up of regulations to apply to "child care centres" viz. **Child Welfare (Care Centre Regulations)** 1968. There are two kinds of **Child Care Centres**—providing full-day care.† They are

(1) The Family Care Centre—where not more than five children are cared for by a mother in her own home, in a family setting.

(2) The Day Care Centre—which caters for larger groups of children for full-day care.

Unless specific exception is made, regulations under the Act apply to both types of **Child Care Centres** in Western Australia. (These regulations also apply to "child care centres" not offering full-day care.) The regulations include details of how to seek and renew a licence to operate as a **Child Care Centre,** and provisions relating to both accommodation and staff.

* Excluding Widowed, Divorced and Separated Women.

† See Pamphlet No. 1 "To Mothers Who Need Child Care Services", published by the Child Welfare Department, Western Australia.

Regulations relating to staffing of **Child Care Centres** are as follows:

A person must be 21 years old and of good mental and physical health to obtain a licence. The person in charge of a day care centre must be a female over the age of 18 years who is either a qualified kindergarten teacher; a registered trained nurse experienced in child care; or a person who has such other training or experience as is sufficient to enable her to be in charge.*

Staff must be appointed in accordance with the following schedule:

| Age of children | No. of children | Minimum Number of Staff | | |
|---|---|---|---|---|
| | | Trained or experienced | Assistants | Total |
| 2 years or less .. .. .. | 10 | 1 | 1 | 2 |
| 2–3 years .. .. .. | 15 | 1 | 2 | 3 |
| Over 3 years .. .. .. | 25 | 1 | 2 | 3 |

N.B.—Where the number of children exceeds 30, the person in charge is not to be included in the minimum number of staff.

There must be at least one trained member of staff where there are 25 children aged between two and six years, and two trained members of staff where there are 35 children aged between two and six years. Where there are more than 20 children, a cook-domestic servant is required in addition to the staff already prescribed; and in all cases, arrangements must be made for the daily cleaning of premises.

Family Care Centres may be exempt from these staffing regulations in that the centre may be conducted by one person. However, the number of children cared for in such a centre, including the pre-school age children of the licensee, shall not exceed five where all are over the age of three years; or four where any of them is under the age of three years. In addition, another adult, whether on the premises or not, must be available to offer assistance in an emergency.†

**Subsidy**

In Western Australia only one **Child Care Centre** (i.e. providing full-day care) receives any financial support from government authorities and this is the centre at Fremantle. This centre receives a subsidy directly from the State Government. In addition, the Fremantle City Council maintains both the buildings and grounds, and provides secretarial services.

* Where there is provision for acceptance of children under the age of 2 years, the person in charge must be a registered trained nurse experienced in child care.

† Pamphlets for persons seeking Child Care Services and for persons wishing to care for children in their own home are published by the Child Welfare Department.

Children eligible for entry to this **Child Care Centre** are those in special need. In particular, the children who gain entry are from homes in which there are economic difficulties and/or marital problems (including those of the one-parent family). Children from families living in local government areas throughout the Perth metropolitan area attend the Fremantle **Child Care Centre.**

Prior to 1969, the subsidy granted by the State Government was on the basis of $1.00 per child per week (with the average weekly attendance approx. 55 children between 1966 and 1968).

However, this formula has been discarded and from 1969 an annual subsidy of $3,000 will be paid by the State Government towards the running of this **Child Care Centre.**

The Centre is run by a voluntary committee.

**Fees**

Fees charged for the children attending the Fremantle **Child Care Centre** are assessed according to the means of the parents. No estimate of the average fees paid at this centre was available.

For other children in full-day care in Western Australia, the average weekly fees are $9.00 per child.

**Availability of Child Care Centres**

As reported in the section on "Registration and Regulations", **Child Care Centres** in Western Australia consist of family care centres and the larger day care centres. In all, 24 centres had the capacity to care for 428 children under the age of six years in Western Australia in June, 1969. These included nine family care centres with a capacity to care for 39 children and 15 day care centres, including the centre at Fremantle, with a capacity to care for 389 children (see Table 12). As noted above, only the Fremantle centre received subsidy.

All of the 15 day care centres were in the Perth metropolitan area. The distribution of **Child Care Centres** in the metropolitan area is shown, by local government area, on map 5. Of these centres, the majority cared for no more than 30 children (75 per cent. provided care for 30 children or fewer and 50 per cent. for 20 children or fewer).

Eight of the nine family care centres were also in the Perth metropolitan area, and these catered for 34 children. The one **Child Care Centre** outside of Perth, was the family care centre at Albany, caring for five children.

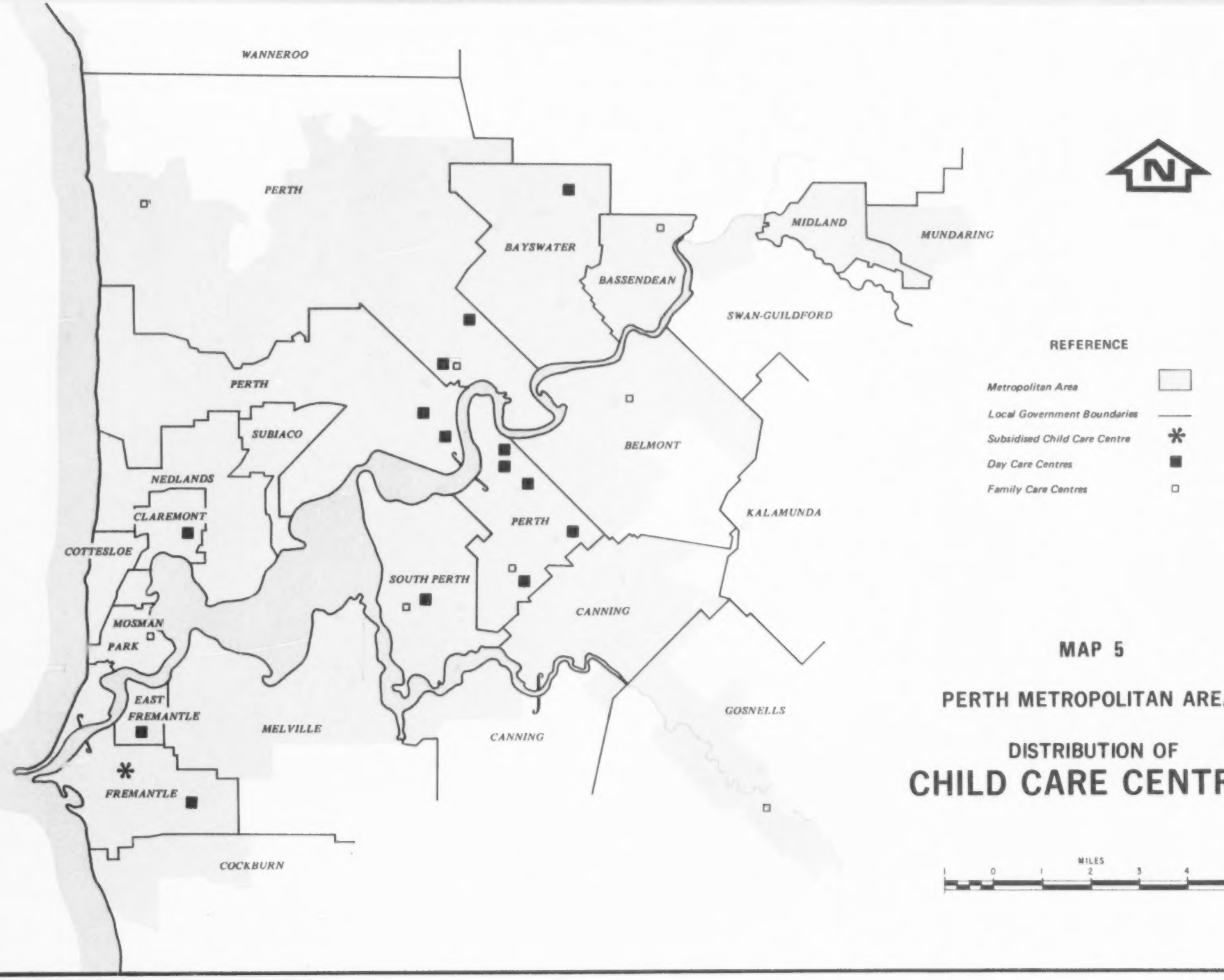
TABLE 12: **Child Care Centres** *in Western Australia, June,* 1969 †

| Area (Local Government Area) | Day Care Centres | | Family Care Centres | |
|---|---|---|---|---|
| | No. of Centres | Total Capacity | No. of Centres | Total Capacity |
| Metropolitan— | | | | |
| Bassendean .. .. .. .. | .. | .. | 1 | 2 |
| Bayswater .. .. .. .. | 1 | 30 | .. | .. |
| Belmont .. .. .. .. | .. | .. | 1 | 5 |
| Claremont .. .. .. .. | 1 | 50 | .. | .. |
| East Fremantle .. .. .. | 1 | 25 | .. | .. |
| Fremantle .. .. .. .. | 2* | 65 | .. | .. |
| Gosnells .. .. .. .. | .. | .. | 1 | 4 |
| Mosman Park .. .. .. .. | .. | .. | 1* | 3 |
| Perth .. .. .. .. .. | 9* | 209 | 3 | 15 |
| South Perth .. .. .. .. | 1 | 10 | 1 | 5 |
| Total .. .. .. .. | 15 | 389 | 8 | 34 |
| Outside Metropolitan Area— | | | | |
| Albany .. .. .. .. .. | .. | .. | 1 | 5 |
| Grand Total .. .. .. | 15 | 389 | 9 | 39 |

* Care for children under 2 years of age provided at some of these centres.

† The number of **Child Care Centres** has increased since the time of the survey, and the latest figures, as at January 1970, are 23 day care centres catering for 546 children and 12 family care centres catering for 43 children.

N.B.—The one **Child Care Centre** receiving subsidy in Western Australia is at Fremantle.




**MAP 5**

**PERTH METROPOLITAN AREA**

**DISTRIBUTION OF**

# CHILD CARE CENTRES

# Chapter 7: TASMANIA

## Demographic Background

At the time of the 1966 census 24.4 per cent. of the married* women between the ages of 20 and 34 were in the labour force, together with 48.5 per cent. of the separated, divorced and widowed women in the same age range (see Table 13). At the same time there were 48,896 children under six years of whom probably less than 400 were placed in **Child Care Centres** (providing full-day care as defined on page 9).

TABLE 13: *Married Women at Work—Tasmania Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 27,427 | 6,684 | 24·4 |
| | Total 15 yrs and over. | 81,317 | 19,725 | 24·3 |
| Separated, Divorced, and Widowed. | 20–34 yrs .. | 964 | 468 | 48·5 |
| | Total 15 yrs and over. | 16,669 | 3,522 | 21·1 |

## Registration

The *Child Welfare Act,* 1960, requires the licensing of both premises and persons connected with the care of children (not related to the licensee) under the age of seven years. If even one child receives day care regularly the centre and the persons providing this care must be registered.

The Director of the Department of Social Welfare issues a licence to operate a **Child Care Centre** providing the following conditions are met:

(1) The applicant is deemed a fit and proper person to hold the licence.

(2) The premises meet the required standard.

(3) The applicant proposes to run the **Child Care Centre** so as to provide services or facilities reasonably required for the care of infants.

The Director may impose limits on the numbers and ages of children attending the **Child Care Centres,** and set the ratio of staff to children, according to the children's ages. The Act provides that both the person in charge and other members of staff possess specified or approved qualifications. The Director may also lay down requirements as to the equipment to be provided.

* Excluding Widowed, Divorced and Separated Women.

The centres are inspected by Child Welfare Officers to ensure that they function at a sufficiently high standard.

There are no published regulations additional to the *Child Welfare Act* in Tasmania. Officers of the Social Welfare Department do, however, use guidelines covering such matters as suitability of both premises and persons; staffing recommendations; and health and hygiene in the **Child Care Centre**. The guidelines assist officers in determining the eligibility of premises for registration.

For convenience in this report, **Child Care Centres** in Tasmania are described in two categories according to size, viz., the small nurseries where up to six children are cared for; and the large nurseries where more than six children are cared for.

**Subsidy**

There are no specific subsidies for **Child Care Centres** in Tasmania, but some non-profit centres receive varying forms of assistance.

The Hobart City Council makes a grant of $800 a year to the Child Health Association which is used, at their discretion, to assist with operating expenses of the Hobart **Child Care Centre.**

The Tasmanian Government has temporarily supplied the **Child Care Centre** at Launceston with rent-free premises.

The Devonport Town Council assists the Devonport **Child Care Centre** by paying the January rental of the premises to compensate for loss of income during the holiday period.

None of these centres caters specifically for children from families in special need. However, because of accommodation problems at the Launceston **Child Care Centre,** first preference is given to mothers with the greatest social or financial need and to mothers undertaking refresher training or employment in fields such as teaching and nursing.

**Fees**

Fees for children placed in **Child Care Centres** which are run on a non-profit basis are lower than those at the private centres.

Approximate fees are:—

| *No. of Children* | *Cost at Private Centre* | *Cost at Non-Profit Centre* |
|---|---|---|
| 1 .. .. .. .. | $8.00 | $6.50 |
| 2 .. .. .. .. | $12.80 | $9.25 |
| 3 .. .. .. .. | $16.00 | $12.50 |

**Availability of Child Care Centres**

In May, 1969, there were 46 **Child Care Centres** registered to care for 384 children under seven years. (See Table 14). Twelve of these centres were registered to care for one or more children under the age of 12 months.

There were four large nurseries in the Hobart Metropolitan area authorised to cater for 208 children. (Two of these centres were authorised to provide care for one or more children under 12 months.)

There were 24 small nurseries in the Hobart Metropolitan area registered to provide full day care for 66 children under the age of seven years. Four of them provide care for a child under 12 months. See map 6 for distribution of **Child Care Centres** in the metropolitan area according to local government area.

Two large nurseries were located outside the metropolitan area, catering for 70 children. There were 16 small nurseries outside the metropolitan area catering for a total of 40 children.

(1) **Child Care Centres** receiving subsidy:

In 1969 there were three **Child Care Centres** receiving some form of financial assistance in Tasmania. These centres provided care for 120 children. One centre was run by the Child Health Association and it received a grant from the Hobart City Council (see page 51). The other two centres received rental assistance.

One of these centres was located in the Hobart metropolitan area and catered for 50 children. Of the other two centres, the one at Launceston catered for 50 children, while the one at Devonport catered for 20 children.

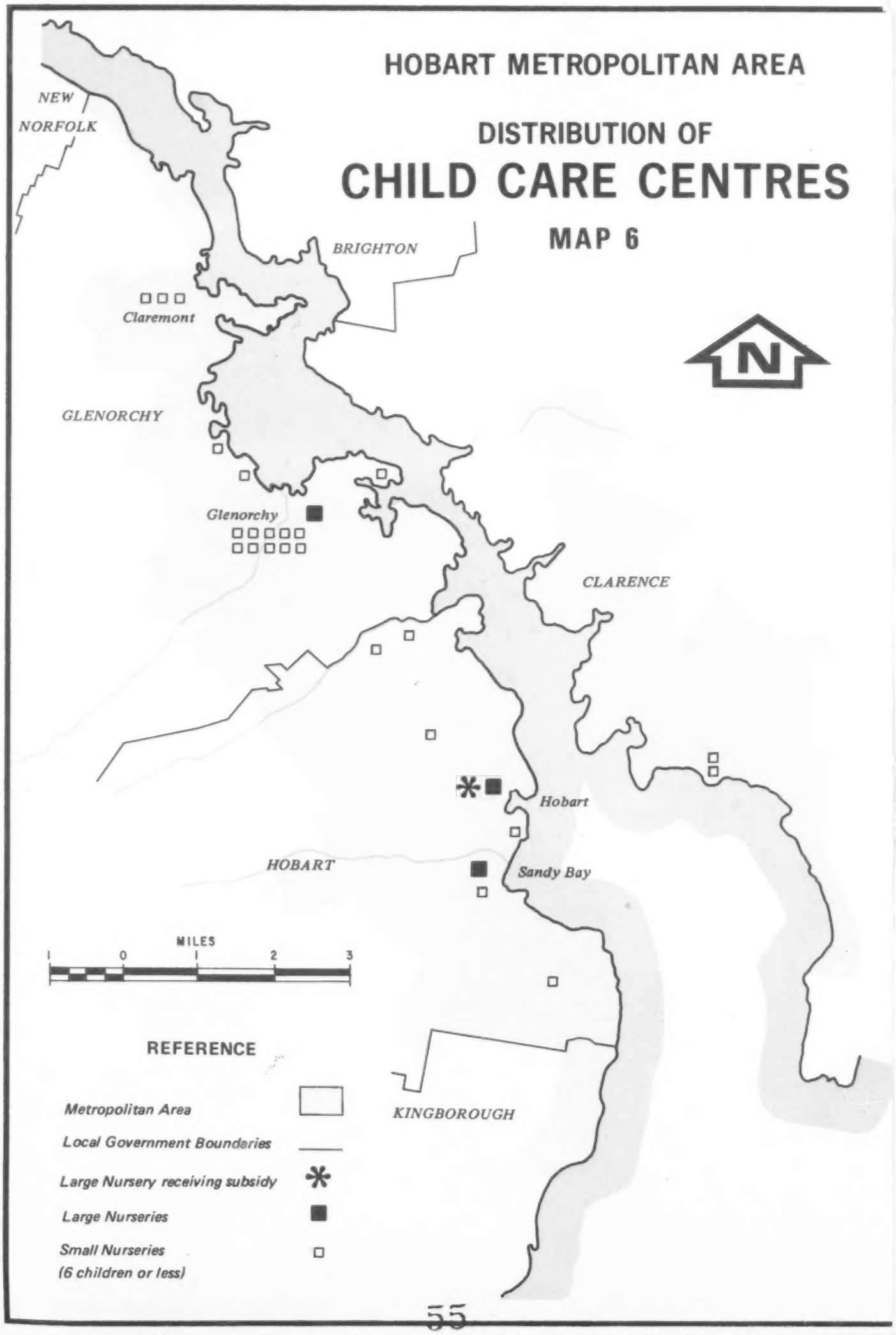
(2) **Child Care Centres** not receiving subsidy:

In 1969 there were 43 **Child Care Centres** (42 being privately operated for profit), which were not in receipt of any form of government assistance. These centres catered for 264 children of pre-school age. Eleven of these centres were registered to care for one or more children under 12 months.

TABLE 14: **Child Care Centres** *in Tasmania*, 1969

| Area (Local Government Area) | Small Nurseries | | Large Nurseries | | | | Grand Total | |
|---|---|---|---|---|---|---|---|---|
| | No. of Centres | Total Capacity | Centres receiving Subsidy | | Centres not receiving Subsidy | | No. of Centres | No. of Ch'n |
| | | | No. of Centres | No. of Ch'n | No. of Centres | No. of Ch'n | | |
| *Metropolitan—* | | | | | | | | |
| Clarence | 2* | 11 | .. | .. | .. | .. | 2 | 11 |
| Glenorchy | 16* | 32 | .. | .. | 1 | 8 | 17 | 40 |
| Hobart | 6* | 23 | 1* | 50 | 2 | 150 | 9 | 223 |
| Total | 24 | 66 | 1 | 50 | 3 | 158 | 28 | 274 |
| *Outside Metropolitan Area—* | | | | | | | | |
| Burnie | 3* | 6 | .. | .. | .. | .. | 3 | 6 |
| Devonport | .. | .. | 1 | 20 | .. | .. | 1 | 20 |
| Kingborough | 1 | 4 | .. | .. | .. | .. | 1 | 4 |
| Launceston | 10* | 25 | 1 | 50 | .. | .. | 11 | 75 |
| New Norfolk | 2 | 5 | .. | .. | .. | .. | 2 | 5 |
| Total | 16 | 40 | 2 | 70 | .. | .. | 18 | 110 |
| Grand Total | 40 | 106 | 3 | 120 | 3 | 158 | 46 | 384 |

* Some of these centres are authorised to provide care for one or more children under 12 months.


HOBART METROPOLITAN AREA
DISTRIBUTION OF
CHILD CARE CENTRES
MAP 6
N
NEW NORFOLK
BRIGHTON
Claremont
GLENORCHY
Glenorchy
CLARENCE
Hobart
HOBART
Sandy Bay
KINGBOROUGH
MILES
1 0 1 2 3
REFERENCE
Metropolitan Area
Local Government Boundaries
Large Nursery receiving subsidy
Large Nurseries
Small Nurseries
(6 children or less)

# Chapter 8: THE AUSTRALIAN CAPITAL TERRITORY

## Demographic Background

At the time of the 1966 Census, 32.9% of the married* women in the Australian Capital Territory between the ages of 20–34 were in the labour force, together with 75.6% of separated, divorced and widowed women in the same age range (see Table 15). At the same time there were 13,986 children under six, of whom approximately 200 were placed in **Child Care Centres** (providing full-day care as defined on p. 3).

TABLE 15: *Married Women at Work—Australian Capital Territory*

*Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married* .. .. | 20–34 yrs .. | 8,616 | 2,834 | 32·9 |
| | Total 15 yrs and over. | 20,499 | 7,157 | 34·9 |
| Separated, Divorced, and Widowed. | 20–34 yrs .. | 246 | 186 | 75·6 |
| | Total 15 yrs and over. | 2,594 | 1,001 | 38·6 |

## Registration and Regulations

In the Australian Capital Territory, the **Child Welfare Ordinance,** 1957, Part VII sets out the provisions for "Licensing of Places for the Reception of Children and of Day Nurseries and Kindergartens". This Ordinance states that:

> "A person shall not use a place for . . . a day nursery or kindergarten, unless there is in force a licence granted to that person by the Minister" (for the Interior).

This ordinance applies to centres offering full-day or part-day care.

Licences may be granted to a person on application for premises to be used as a day nursery or kindergarten. The Welfare Section of the Department of the Interior is responsible for the licensing and inspection of all day nurseries including **Child Care Centres.** The Minister receives a report from an officer of the Department of the Interior and, at his discretion, grants a licence which specifies both the purpose for which it is granted and the maximum number of

* Excluding Widowed, Divorced and Separated Women.

children who may be cared for. The ordinance also provides for inspection of premises, for special provisions to be written in the licence and for the licence to be cancelled under certain circumstances.

The Welfare Section of the Department of the Interior has set out "Standards for the Establishment and Operation of Day Nurseries and Private Kindergartens". These requirements apply in any **Child Care Centre** where the enrolment exceeds five children.*

The following recommendations have been laid down as to staff/children ratios in day nurseries:—

| | |
|---|---|
| Where there are children under 2 years | —2 members of staff for each 10 children |
| Where there are children 2–3 years | —2 members of staff for each 15 children |
| Where there are children 3–4 years | —2 members of staff for each 20 children |
| Where there are children 4–5 years | —2 members of staff for each 25 children. |

There should be at least two adults constantly in attendance, irrespective of the number of children.

For each group of 30 children or less under two years of age, there should be a trained nurse. For each group of 30 children or less, aged two to five years there should be a trained kindergarten teacher (or other suitably qualified person).

**Subsidy**

There are no **Child Care Centres** receiving subsidy in the A.C.T.

**Fees**

The weekly rate for one child varies between $10.00 and $12.00. There are usually reductions in fees for more than one child from the same family.

**Availability of Child Care Centres**

At the 9th May, 1969, there were four licensed **Child Care Centres** in the Australian Capital Territory. Two of these centres were licensed to care for 124 children between the ages of two and five; one was licensed to care for 84 children between aged 18 months and five years; and one to care for 50 children 0–5 years (see Table 16).

* As there is no freehold land in the A.C.T. and as each lease specifies the purpose for which the land is leased e.g. residential, commercial, industrial, etc., a householder cannot legally conduct a **Child Care Centre** in a private house.

TABLE 16: **Child Care Centres** *in A.C.T.* 1969

| Administrative Division | No. of Centres | Capacity |
|---|---|---|
| Acton .. .. .. | 1 | 50 |
| Curtin .. .. .. | 1 | 84 |
| Kingston .. .. .. | 1 | 60 |
| Turner .. .. .. | 1 | 64 |
| Total .. .. .. | 4 | 258 |

# Chapter 9: NORTHERN TERRITORY

## Demographic Background*

At the time of the 1966 Census 30.9 per cent of married † women in the Northern Territory between the ages of 20 and 34 were in the work force, together with 66.9 per cent of widowed, divorced and separated women in the same age range (see Table 17). At the same time there were 5,773 children under the age of six, of whom approximately 100 were in **Child Care Centres** (providing full-day care as defined on p. 9).

TABLE 17: *Married Women at Work—Northern Territory*

*Census* 1966

| Marital Status | Age Range | Population | Labour Force | Participation Rate % |
|---|---|---|---|---|
| Married† .. .. | 20–34 yrs .. | 3,423 | 1,058 | 30·9 |
| | Total 15 yrs and over. | 6,806 | 2,308 | 33·9 |
| Widowed, Divorced, and Separated. | 20–34 yrs .. | 175 | 117 | 66·9 |
| | Total 15 yrs and over. | 914 | 447 | 48·9 |

## Registration and Regulations

**Child Care Centres** are known as "Child Minding Centres" in the Northern Territory. All these centres must be registered. The Welfare Branch, Northern Territory Administration, Department of the Interior, is responsible for the licensing and inspection of them.

The Child Welfare Ordinance 1958–69 sets out the requirements for registration of "child care centres" in the Northern Territory.

A "child minding centre" is defined as "any house or place where the business of child minding is carried on but does not include a residence in which a person undertakes to mind children who normally reside in that residence".

Section 76B of the Ordinance provides that a person shall not carry on the business of child minding unless the centre is registered and conducted in accordance with the Regulations.

* These statistics exclude full blood Aborigines.

† Excluding Widowed, Divorced and Separated Women.

The *Child Welfare (Child Minding) Regulations* set out provisions relating to standards for construction and equipment of "child minding centres" and also standards for the operation of the centre.

The licence holder must ensure that the centre is conducted in accordance with the standards set out in the regulations. The licence specifies the maximum number of children which may be cared for at the centre, and this number is determined according to the size of the centre.

Staffing requirements provide that there must always be an approved person in charge present, though this person need not be the actual holder of the licence.

The person or persons in charge must be over 18 years of age and staff must be provided for every eight children cared for, or part thereof, e.g.:

0–8 children require a staff of one.

9–16 children require a staff of two.

**Subsidy**

There are no **Child Care Centres** receiving subsidy in the Northern Territory.

**Fees**

Fees for the full-day care of young children in the Northern Territory are usually between $7.00 and $10.00 per child per five day week.

**Availability of Child Care Centres**

At August, 1969, there were eight **Child Care Centres** in the Northern Territory, licensed to care for a maximum of 112 children. One of these centres was licensed to care for a maximum of 32 children, three to care for a maximum of 16 children while the remaining centres care for a maximum of eight children. (See Table 18.)

TABLE 18: **Child Care Centres** *in Northern Territory*, 1969

| Area | No. of Centres | Capacity |
|---|---|---|
| Darwin .. .. .. | 6 | 96 |
| Alice Springs .. .. | 2 | 16 |
| Total .. .. .. | 8 | 112 |

One feature of note concerning the availability of **Child Care Centres** in the Northern Territory, was that they provided care, in some cases, for children

who attended pre-schools for part of the day; that is, a child who attended a pre-school for either the morning or afternoon could spend the remainder of the day at the **Child Care Centre.**

On occasions, children attending primary school were cared for at a **Child Care Centre** during school vacation periods where both parents were working or otherwise unable to provide day-time supervision.

# Appendix I: CHILD CARE FACILITIES, OTHER THAN CHILD CARE CENTRES, FOR CHILDREN OF PRE-SCHOOL AGE IN AUSTRALIA

As well as **Child Care Centres,*** there are in each state other facilities providing care for children of pre-school age. These include kindergartens, with educational programmes offered to children between three and five years, for part of the day or part of the week, occasional care centres, and other centres offering part-day or casual care. A brief note on these facilities, other than **Child Care Centres,** is given below for each State. It should be noted that almost without exception these centres provide part-day care, and therefore are not adequate for the mother working full-time.

## (i) New South Wales

### Kindergartens

There are 57 kindergartens affiliated with the Kindergarten Union of New South Wales which receives a subsidy from the New South Wales Department of Education ($145,000 in 1968). The kindergartens administered by the Union must comply with certain standards and regulations imposed by that Union and with requirements for licensing as a "child care centre" by the Child Welfare Department.

Other kindergartens, not in receipt of subsidy, are also available. Most kindergartens operate for children aged between three and five years, from 9 a.m. to 3.30 p.m., often on a half-day basis for different groups of children.

### Other "Child Care Centres"

A variety of other "child care centres" (variously called "pre-school centre", "play centre", "nursery school", etc.) provide care for children of pre-school age for less than 7 hours daily.

### Residential Care

Day and night care is available for children under 16 years in residential "child care centres", defined as private foster homes under the Child Welfare Act.

## (ii) Victoria

### Kindergartens

A subsidy from the Department of Health is available for the provision of kindergarten facilities for children 3–5 years. A total of 641 kindergartens received subsidy in 1968. Children usually attend for four or five half-day sessions per week during the school term.

* As defined on page 9.

Other kindergartens, not in receipt of subsidy, also offer care for children 2–5 years for not more than six hours daily.

Pre-School Play Centres

In addition to the care provided in kindergartens, pre-school play centres are available for occasional and short day care, i.e., not more than 2½ hours daily up to five days a week during the school term. These pre-school play centres provide care for up to 15 children in a group.

Of these play centres, a total of 110 received a subsidy from the Department of Health in 1968.

Residential Care Centres

Day and night care for children under the age of six is available for a limited number of children for a short time during family emergencies.

**(iii) Queensland**

Kindergartens

There were 184 kindergartens in Queensland in 1969 providing an educational programme for children aged between 3–5 years. The majority of these kindergartens were associated, in some way, with the Creche and Kindergarten Association of Queensland. Kindergartens fulfilling certain conditions are eligible for subsidy from the Department of Education.

Regular Child Minding Centres

Children are usually enrolled in these centres on a regular basis for two or more days per week, usually for five or six hours per day.

Occasional Child Minding Centres

Facilities are also provided for the occasional care of children. Children are not regularly enrolled and fees are paid on an hourly basis.

**(iv) South Australia**

Kindergartens

The Kindergarten Union of South Australia administers the subsidized kindergartens in that state, and participates in the training of teachers for kindergartens. In 1968/69, the South Australian government allotted $552,000 to the Kindergarten Union of South Australia. The total number of subsidized kindergartens in December, 1968, was 125. The majority of these kindergartens had two sessions daily i.e. children attending morning and afternoon; while others were open for only half day or part of the day.

In addition to the subsidized kindergartens, there were privately run kindergartens providing part-day care for young children.

**(v) Western Australia**

Kindergartens

In 1967, 86 Kindergartens were conducted by the Kindergarten Association of Western Australia, 67 by independent voluntary committees, 21 by church groups and similar organizations; and 10 were operated privately as business ventures.

Kindergartens are the responsibility of the Education Department in Western Australia, and many receive financial assistance under the Needy Kindergartens Grant. Most kindergartens operate with different groups of children attending morning and afternoon.

Occasional Care Centres

These are conducted for the casual care of children on an hourly basis and usually operate during business hours.

**(vi) Tasmania**

Kindergartens or Pre-School Centres

(a) Run by the Education Department

Kindergartens run by the Education Department may be part of the local school or separate from it and provide an educational activity programme. Children are admitted on an age basis, and where space is limited preference is given to the older children. The hours of attendance vary from two to four hours per day.

(b) Run privately

There are some kindergartens or pre-school centres registered by the Teachers and Schools Registration Board which meet the Board's requirements. These also offer part-day care.

Play Centres

Play Centres are privately run and registered by the Social Welfare Department. These centres usually provide play activities for a small group of children for 2–3 hours.

Children's Boarding Homes

Children's Boarding Homes are licensed by the Social Welfare Department to care for children under the age of seven years either in private families (not related to the child) or in boarding establishments. Arrangements for placement and payment are made by direct negotiation between the parents and the licensee.

**(vii) Australian Capital Territory**

Kindergartens

These are conducted by local committees and are subsidised to provide a pre-school education programme under qualified teachers. Children usually attend for a half day programme.

Occasional Care Centres

These centres are run by the Mothercraft Society, and provide casual care for children below school age, for short periods while the mother is visiting a doctor, hospital, etc., or when there is an emergency such as sudden illness.

Group Homes

Neglected children are cared for in these centres, run by the Department of the Interior.

**(viii) Northern Territory**

Kindergartens

There are 38 pre-school centres (kindergartens) in the Northern Territory, 24 of which are located on Settlements and Missions. Of these, 14 are on Government Settlements, and 10 are on Missions, six of which are Government pre-schools. In the case of the last mentioned category, the Welfare Branch of the Northern Territory Administration is responsible only for the equipment and professional supervision. The 14 pre-school centres located in the main town areas are administered by the Department of Education and Science.

## Appendix II: CENTRES IN COMMONWEALTH HOSTELS

Hostels administered by Commonwealth Hostels Ltd, provide accommodation for migrant workers and their dependents when they first arrive in Australia. Commonwealth Hostels Ltd., has established "child minding centres" in many of its migrant hostels, for full day or occasional care of children under pre-school age. It is the policy of the Company to provide such a "child minding centre" at all hostels where sufficient demand for such a centre exists in order to allow mothers to work.

The Company has trained pre-school supervisors in Sydney and Melbourne, who supervise the centres and ensure that necessary standards of care and hygiene are met.

These "child minding centres" cater for children between the age of two years and the age for school entry. Fees charged are $1.50 per week for the first child, and $1.00 per week for each additional child from the same family. Where admission is on a casual basis, the rate is 45c per day. All centres are open from 7.00 a m. until 5.00 p.m., Monday to Friday, 49 weeks of the year.

The Company operates 29 hostels throughout Australia, in which there are 20 "child minding centres" with a total capacity of about 1,200 children of resident migrant families.

## Appendix III: COMPARATIVE TABLE OF LEGISLATION APPLYING TO CHILD CARE CENTRES

| State | Act | Regulations | Terminology | Definition of Terminology |
|---|---|---|---|---|
| N.S.W. .. | *Child Welfare Act*, 1939–69 (N.B. — *Child Welfare (Amendment) Act*, 1966). Part VII. | | Child Care Centre. | "Any premises at which a person receives 2 or more children under the age of 6 years for the purpose of educating, minding or caring for them for a day or part of a day. . . ." |
| Vic. .. .. | *Health (Child Minding) Act*, 1964. Part XIA. | *Child Minding Centres (Health Act) Regulations* 1965 and amendments. *Child Minding Centres (Health Act) Staff Regulations* 1966. | Child Minding Centre .. | Any house or place where the business of child minding is carried on. It does not apply to a kindergarten play centre, day nursery, creche or other pre-school centre which is in receipt of a subsidy from the Department of Health. A licence is required where 5 or more children under the age of 6 are cared for. |
| | | Departmental Circulars: "Day Nurseries (Creches): Conditions of Subsidy". "Guides for the Establishment of Day Nurseries and Standards Required for Subsidy", Dept of Health, Oct. 1969. | Day Nursery .. .. | A Pre-school for the day care of children under six years of age who require care outside the home due to special circumstances. |

| | | | | |
|---|---|---|---|---|
| Qld .. | Children's Services Act, 1965<br>Local Government Act, 1936–1969<br>City of Brisbane Act, 1924–1969 | to be drafted<br>Local authority By-laws<br><br>Chapter 72 of Brisbane City Council Ordinances | Child Care Centre or Child Minding Centre.<br>Child Care Centre | "Any premises at which a person receives . . . children for the purpose of minding or caring for them for any day or part of a day; the term to include a kindergarten."<br>The By-Laws require the licensing of premises where 5 or more children are cared for. |
| S.A. .. | No State Government Act—<br>*Model By-Laws Under the Local Government Act*, 1934–1969, adopted by some local governments. | Local Government Circulars—<br>Requirements Prescribed for Premises and Buildings;<br>Minimum Staff Requirements. | Child Minding Centre .. | Every child minding centre established for gain or reward wholly or partly for the reception and care of children under the age of six years. |
| W.A. .. | *Child Welfare Act*, 1947–67<br>Section 118A.<br>*Child Welfare (Amendment) Act*, 1967<br>Section 118A. | *Child Welfare (Care Centres) Regulations*, 1968. | General term, Child Minding Centre.<br><br>Specific terms:<br>(i) "day care centre".<br>(ii) "family care centre".<br>(iii) "occasional care centre". | General:<br>"Creche, public nursery or other public facility for the casual or day to day care of children under the age of six years (excludes kindergartens)."<br>Specific:<br>(i) Child Minding Centre that is not a family care centre or an occasional care centre;<br>(ii) A Child Minding Centre conducted in a private dwelling and in which children are received for care in a family environment;<br>(iii) A Child Minding Centre conducted for the casual care of children, on an hourly basis, during business hours. |

## Appendix III: COMPARATIVE TABLE OF LEGISLATION APPLYING TO CHILD CARE CENTRES—*continued*

| State | Act | Regulations | Terminology | Definition of Terminology |
|---|---|---|---|---|
| Tas. .. | *Child Welfare Act*, 1960. Part VI Children's Boarding Homes and Day Nurseries. Section 54. | No published regulations .. | Day Nursery .. .. | Premises licensed for the care of children under the age of seven years. If even one child is cared for regularly, the premises must be licensed. This Act does not apply to institutions covered by the Education Act. |
| Territory— | | | | |
| A.C.T. .. | *Child Welfare Ordinance*, 1957. Part VII. Licensing of Places for the Reception of Children and of Day Nurseries and Kindergartens. | Circular (Department of the Interior): "Standards for the Establishment and Operation of Day Nurseries and Private Kindergartens in the A.C.T." | Day Nursery .. .. | Standards apply to day nurseries and private kindergartens where 5 or more children are cared for. |
| N.T. .. | *Child Welfare Ordinance*, 1958–1967. Part IXA Child Minding Centres. Sections 76 A–D. | *Child Welfare (Child Minding) Regulations.* | Child Minding Centre .. | Any house or place where the business of child minding is carried on. |

V. C. N. Blight, Government Printer, New South Wales—1970